

Terminal Evaluation

October – December 2018

Version 1st DRAFT

Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan (BITS) Project

UNDP PIMS ID: 4587
GEF Project ID: 4586

Country:	Jordan
Region:	Arab Countries
Focal Area:	Biodiversity
GEF Agency:	United nations Development Programme
Executing Agencies:	Ministry of Tourism and Antiquities Royal Society for the Conservation of Nature Petra Development and Tourism Region Authority Aqaba Special Economic Zone Authority Ministry of Environment Ministry of Municipal Affairs Ministry of Planning and International Cooperation
Project Timeframe:	January 2014 – January 2018

Evaluator & Reporter: Francis Hurst
Contract No. IC/2018/55

SECTION I

PROJECT DETAILS:

Project name: Mainstreaming Biodiversity Conservation in Tourism Sector Development in Jordan (BITS) Project

Project ID: GEF: 4586 UNDP PIMS: 4587

Country: Jordan

Region: Arab States / Jordan

Focal Area: Biodiversity (GEF 5)

Strategic Programs: **Biodiversity Objective 2:** Mainstreaming biodiversity conservation and sustainable use into production landscapes, seascapes, and sectors.
Outcome 2.1: Increase in sustainably managed landscapes and seascapes that integrate biodiversity conservation.
Outcome 2.2: Measures to conserve and sustainably use biodiversity incorporated in policy and regulatory frameworks.

Funding Source: GEF Trust Fund

Implementing Agency: United Nations Development Programme

Implementing Modality: National Implementation Modality (NIM)

Executing Agency(s): Ministry of Tourism and Antiquities
Ministry of Municipal Affairs
Aqaba Special Economic Zone Authority
Petra Development and Tourism Region Authority
Royal Society for the Conservation of Nature

FINANCIAL DETAILS:

Project Preparation Grant:	US\$ 100,000
GEF Project Grant:	US\$ 2,700,000
Co-financing Total:	US\$ 22,710,343
GEF Agency Fees:	US\$ 270,000
Total Costs:	US\$ 25,510,343

PROJECT TIMELINE:

Received by GEF:	August 2011
Preparation Grant Approved:	November 2011
Concept Approved:	November 2011
Project Approval for Implementation:	May 2013
Start Date:	January 2014
Midterm Review Date:	December 2016
Closing Date (Planned):	January 2018
Closing Date (Actual):	December 2018

TERMINAL EVALUATION DETAILS:

Terminal Review Timeframe: October – December 2018

Terminal Reporting Language: English

Evaluator:

Francis Hurst, DATE

Acknowledgements

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SECTION II

Executive Summary

Project summary table

Project Summary Table				
Project Title: Mainstreaming Biodiversity Conservation into the Tourism Sector (BITS)				
GEF Project ID:	4587		<i>at endorsement (US\$)</i>	<i>at completion (US\$)</i>
UNDP Project ID:	00086109	GEF financing:	2,700,000	2,607,360.44
Country:	Jordan	IA/EA own (UNDP core):	500,000	487,333
Region:	Arab States / Jordan	Government: cash in kind	20,067,398	17,662,252 92,830
Focal Area:	Biodiversity	Other:	2,142,945	2,412,898
Operational Program:	BD 1, BD 2	Total co-financing:	22,710,343	24,455,555
Executing Agency:	PDTRA, ASEZA, RSCN, MOTA, MOMA	Total Project Cost:	25,410,343	22,761,237
Other Partners involved:	MoEnv, MOPIC	ProDoc Signature (date project began):	31 January 2014	
		(Operational) Closing Date:	Proposed: January 2018	Actual: 31 December 2015

Project Description

The aim of the BITS project was to reduce the impact of tourism on biodiversity in Jordan. It would intervene at three levels. At the national level, it would develop a regulatory and enforcement framework to reduce the impact of tourism on biodiversity, centrally (upstream); components would be piloted at the local level, assessed and refined before being adopted nationally and made available for replication and up-scaling. At the regional/landscape level, the project would target public awareness and sensitivity of the value of biodiversity as a tourism drawcard and institutional capacity for planning, monitoring and enforcement so as to manage the impacts of tourism development inside and outside formally protected areas. At the Protected Area site level, the project would work to enhance capacity and management effectiveness of protected areas (including revenue generation, tourism planning and management and community relations) so as to reduce impacts on protected biodiversity and benefit from nature-based tourism and ecotourism. This was the basis on which the GEF grant was released to the project.

Evaluation Rating Table

Criteria	Rating	Comments
Monitoring and Evaluation (using 6-point satisfaction scale)		
Overall Quality of Monitoring & Evaluation	HS	Further details in Sections 3.1.1 and 3.1.2.
<i>M&E design at project start up</i>	S	Overall design of M&E framework is reasonable and covers the normal UNDP-GEF M&E framework. However, a number of indicators are insufficiently SMART, they are repetitive, that is they were effectively tracking the same variable but for a different outcome or the objective which can cause confusion and certainly is frustrating. Some of the indicators were irrelevant, for instance tracking the tourism market but

		<p>not linked to biodiversity <i>per se</i>. The use of biological indicators, especially species, was not fit for purpose. In the event that the project had invested sufficiently in data collection for this indicator(s) it would have been a considerable investment of project funds and time and would have been of no value to the monitoring.</p> <p>The phrasing of some of the indicators was not precise enough and in a lesser project it might have been open to interpretation. Fortunately, this has not been the case.</p> <p>It is clear that the project recognised these shortcomings, from the inception phase, and has tried to address them. However, there has never been a definitive revision of the SRF and the project has been evaluated against the original SRF.</p>
<i>M&E Plan Implementation</i>	HS	<p>Routine reporting (Quarterly Progress Reports, APRs/PIRs), annual work plans and budgets, and meetings (PSC) undertaken in a timely, transparent and often self-challenging manner.</p> <p>PCU has a clear understanding of the importance and relevance of M&E tools, periodicity and importance. The PCU has used the M&E programme to good effect, the UNDP CO has provided sound project assurance and the importance of M&E has been shared with the project partners to develop a collective understanding (at least some way into the project) which is rare amongst projects and has added value to the capacity building.</p> <p>M&E has been carried out in a timely fashion and the PCU and partners have welcomed the MTR as an independent and critical review by which they could strengthen the project. There is clear evidence of thoughtful and honest consideration of criticism and challenges to the project and considerable evidence that the project has used this (M&E evidence) to good effect in strengthening the project.</p>
IA & EA Execution (using 6-point satisfaction scale)		
Overall Quality of Project Implementation/Execution	HS	<p>The project has struggled in the early years. Establishing partnerships and building a common vision and purpose has clearly been difficult. To some extent this has cost the project time. However, the TE recognises this as a necessary component of the process of mainstreaming (and the enormity if this task was not made explicit in the project's design) given its multiplicity of partners and cross-sectoral nature and the project, in particular the PCU but also the UNDP CO and the partners, have coped admirably well so that by the MTR there was visible evidence of the project's strategy beginning to work to good effect. The PCU, with considerable energy and infectious enthusiasm, has built on these successes in the second half.</p> <p>As a result, the NIM modality has worked very well with clear signs of national and institutional ownership, and critically; a shared collective vision of the future. A measure of this is that, as the project draws to a close, the participants are all on good terms and realistically, innovatively and constructively looking for ways to consolidate the gains from the project in the future. for a process that will clearly need continued, albeit, measured external support for some time to come.</p>
<i>Implementing Agency Execution</i>	HS	<p>The UNDP CO is clearly a well-liked, trusted, while sometimes bureaucratically-challenging, partner. As a CO it has considerable experience in the environmental sector and with GEF projects <i>per se</i>. The CO has provided the quality assurance role, largely supported the PCU in its decisions. When problems have arisen; it has provided support to the process and the TE considers that, in this instance, given the multi-partner nature of this project, it has provided a neutral and trusted home for the PCU. A measure of this success is the way that the partners are collaborating in the closing months of the project to ensure that there is continued support to the project's achievements, wherever that support is required.</p>
<i>Executing Agency(s) Execution</i>	HS	<p>The BITS project was always going to be a difficult project given that there was a large number of Executing Agents (partners), there was a broad diversity of institutional or agency agendas and the nature of the partners were very diverse (ministries, para-statal agencies and an NGO with a statutory role) and that their involvement was at different levels of the biodiversity-tourism congruence (e.g. limiting, promoting, managing, regulating, etc...). In the event, and at the close of the project, it has had the appearance of being remarkably easy. The various executing agencies appear to have taken the various outputs (tools, plans, etc..) and made them their own. Evidence of this is visible in the formation of the GTU, the adoption of the BIMS, LACs, MABs, refining of the regulatory framework, etc....</p>

		The shortfalls in project cash co-financing can be explained away by the regional security crisis; if the money wasn't there, then it couldn't be spent. This crisis affected all sectors in Jordan. See Annexes 9 and 12
Outcomes (using 6-point satisfaction scale)		
Overall Quality of Project Outcomes	HS	Rating based on separate assessment of project Outcomes and Outputs (Annexes 9 and 12).
<i>Relevance</i>	R	In principle, the objective of the project and its three outcomes remain as, if not more, relevant today as when the project was conceived. The environmental stresses are as high, if not higher today, there is a need to diversify the tourism experience in Jordan and to differentiate the country from regional competitors, examples of cooperative governance have relevance in other sectors, especially the environment (water, agriculture, etc..).
<i>Effectiveness</i>	HS	Extent of achievement of objective and outcomes, or likelihood of being achieved: The project has achieved what it set out to do, any shortcomings in this are largely due to the project's design, which was reasonable for a second-generation mainstreaming project, and in many ways these shortcomings have been overcome by the project's (especially the PCU) efforts. A significant but unstated risk of a mainstreaming project is that it can degenerate into grant disbursement exercise which dispersing "good things", especially at the site level that ordinarily cannot be afforded. The BITS project has studiously avoided falling into this trap and every intervention can be seen as an integral part of the project's overall mainstreaming strategy (see Section 3.3.3).
<i>Efficiency</i>	HS	A remarkable feature of the project has been the efficiency with which it has achieved its objective. In reality the project had four modest sums ("pots") of money to spend; three "pots" for the sites and one "pot" for the national enabling environment. The PCU has guarded these "pots" by taking time to carefully think through initiatives, ensuring that the partners are fully "onboard" with an intervention, careful drafting of TORs, selection of Consultants, <i>ad infinitum</i> . This has been no small feat by the PCU and partners because projects are inherently inefficient, complex project even more so. However, the BITS project, especially the PCU gives the impression of <i>being</i> in control while not <i>controlling</i> the process.
Sustainability (using 4-point likelihood scale)		
Overall Likelihood of Sustainability ¹	L	
<i>Financial resources</i>	L	Mainstreaming biodiversity is by no means accomplished. In the tourism sector it is now highly likely that it will continue to receive financial support <i>because</i> it has been mainstreamed by the project's actions into the very fabric of the key organisations and their planning process which is essentially what the project set out to achieve. That said, these small but strategic developments must be weighed against the backdrop of the possibility of very large sums of investment in the tourism sector which might override biodiversity and ecosystem resilience interests in favour of more visible short-term development gains. This is a risk and the system are still vulnerable. However, there is ample evidence that the partners, the UNDP CO and the PCU are planning to ensure that those project achievements which will still need financial support are carefully nested in range of other government and project activities that will safely see it through its most vulnerable period.
<i>Socio-economic</i>	L	The establishment of the LACs and MABs are a big step forwards for PA planning in Jordan providing local community and stakeholder participation at this level where economic and environmental concerns are very closely intertwined. The project has also provided support to the development of livelihoods (e.g. in Wadi Rum) and arguably the development of a well-regulated sector (e.g. certification, etc.) is in the socio-economic interests of the sector, particularly the smaller operators and tour guides. Additionally, the training and capacity building that has been delivered by the project has wherever applicable, included elements that will better position the

¹ The 2012 Guidance for conducting terminal evaluations of UNDP-supported, GEF-financed projects states in the Rating Project Performance table (p. 30): Overall likelihood of risks to sustainability. This is misleading as it is the likelihood of sustainability which is supposed to be assessed, not the likelihood of the risk occurring.

		recipient's vis a vis their tourism enterprises. To this end the project has built considerable social capital.
<i>Institutional framework and governance</i>	L	The project has strengthened the institutional framework and governance of the tourism sector as it relates to biodiversity (the TE takes the view that biodiversity, ecosystem, environment <i>per se</i> is not a sector, it is bedrock upon which all the other sectors stand and they are essentially compartmentalising its use into operational policy sectors). This has been achieved by the establishment of structures within those agencies, an improved enabling environment and a framework for communication between sector agencies (see Section 3.2.6). However, as has been discussed throughout the TE report, there is still a need for a framework through which the different players can come together, outside the formal, and therefore rigid institutional and regulatory framework, to think about the future. The PCU has, to some extent, provided this service throughout the project. However, the system within which tourism is framed is constantly changing, the future is highly unpredictable and there is no mechanism to cope with this uncertainty. Future, and as yet unknown, stresses t the system could easily see sector responses that revert to a narrower institutional agenda. In summary, the project <i>has</i> "mainstreamed, it <i>will</i> work in the future, <i>but</i> it will not be as dynamic and adaptive as it could be.
<i>Environmental</i>	L	Tourism is a large component of the Jordanian economy and therefore has the potential (and has demonstrated in the past) that it can exert a powerful and negative effect on all components of the ecosystem. The project has demonstrably made changes in the way the system works which will reduce these negative impacts because: " <i>resilience can be defined as the capacity of a system to undergo disturbance while maintaining both its existing functions and controls and its capacity for future change</i> " ² and " <i>resilience is determined not only by a systems ability to buffer or absorb shocks, but also by its capacity for learning and self-organisation to adapt to change</i> " ³ . The project has positively enhanced the system components (agencies, private sector, local communities, etc.) ability for self-organisation, for learning and adapting. That it is environmentally sustainable; <i>quod erat demonstrandum</i> ⁴ .
Impact (using 3-point impact scale)		
<i>Environmental status improvement</i>	S	280,526 ha of land are now under some form of enhanced biodiversity management or a planning framework which does not discount biodiversity.
<i>Environmental stress reduction</i>	S	The SEA, BIMS and regulatory improvements vis a vis the EIA process as well as the institutional developments (e.g. TGU, MOMA planning, etc.) provide a firm basis for stress reduction and with signs that this is taking place already in Wadi Rum, Petra and Dibein PA).
<i>Progress towards stress/status change</i>	S-M	At this juncture in the project it would be over-selling the project to state that it has had a significant status change on the environment <i>per se</i> . It is too early and the results of this should naturally not be expected until sometime after the project. However, it has had a significant impact on the progress towards this change by modifying the system and making it more fit for purpose.
Overall Project Results (using 6-point satisfaction scale)	HS	

Satisfaction scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory

Sustainability scale: Likely, Moderately Likely, Moderately Unlikely, Unlikely
Impact scale: Significant, Minimal, Negligible

Relevance scale: Relevant; Not Relevant

Summary of Conclusions

² Gunderson, L.H. (2000). Ecological resilience – in theory and application. Annual Review of Ecology and Systematics 31, 425-439.

³ Gunderson, L.H. and Holling, C.S. Eds. (2002). Panarchy: Understanding transformations in human and natural systems. Washington, DC. Island Press.

⁴ From the Latin meaning: "thus it has been demonstrated". The question answers itself.

The BITS project has been successful and has achieved its outcomes and objective. Regardless of the TE's misgivings about how impacts might be measured or predicted (essentially some weaknesses in the projects strategic results framework), it has produced a number of very good outputs and had a significant and positive impact, which is likely to continue long after the project closes.

The BITS project was, for all intents and purposes a normal UNDP-GEF project, arguably a "second generation" mainstreaming project; it has had the normal protracted design phase and has in many ways been subject to the normal stresses and strains which all projects are subject to (e.g. *inter alia*, a regional security crisis, a downturn in the tourism sector, the early resignation of a Project Coordinator, etc.).

Its progress through time can be characterised as a reasonable (but not brilliant) project design, there was a normal budget allocation and there were the usual overly high expectations of what might be achieved with this. This overselling of project's expectations includes the over-inflation of co-financing commitments⁵.

The less usual aspect of this project has been the manner in which it has responded to these normal, to be expected but not predicted, events; any one of which could easily have derailed the project. A remarkable aspect is that the project has on occasions, managed to turn these events to its advantage (for instance the downturn in tourism numbers to the region which so negatively impacted revenues focused minds on the need to diversify the national tourism product).

The project is remarkable for the following reasons:

- it has built a strong coalition amongst the project partners;
- the partners have demonstrably internalised the products and experience from the project (for instance the establishment of the GTU or the use of the SEA and BIMS, etc.);
- the project has used the M&E tools to very good effect;
- as a result, the project has been highly efficient in its use of the budget;
- it has been highly adaptive;
- it has delivered outputs of high quality and achieved the outcomes as described by the project's strategic results framework indicators and targets;
- it has been able to step outside of the projects agreed outputs, catering to stakeholder's needs, while remaining on track to achieve the objective while adding value to the project (e.g. the TGU, etc.);
- it has achieved its objective.

The project spent considerable time and efforts to initially build an understanding about mainstreaming and biodiversity amongst those partners whose core business did not include these issues. Similarly, time and efforts were also spent building the partnership. Something that could have been made more efficient if this had been explicitly recognised in the Project Document and the project had been given a structured tool or mechanism to address an *adaptive challenge*.

Recommendations

Based upon its findings and conclusions the TE makes the following recommendations:

The use of biological indicators: On the surface it would seem reasonable to include biological indicators in the monitoring and evaluation of what is, after all, a biodiversity project. However, any allusions to "SMARTness" is spurious. The situation is made worse when "flagship", "keystone" or rare species are selected. The reality is that in order to understand what is happening there needs to be a detailed and historical study of the any population, an understanding of life cycles, recruitment, mortality. Even if this information already exists, given the mismatch between ecological and project timeframes, attributing any changes to project

⁵ For the avoidance of doubt the TE is not referring to the cash commitments. The TE is satisfied that these were genuine commitments which, due to externalities, the agencies were simply unable to commit at the time. The TE is referring to the inclusion of the large "headline" numbers of in-kind financing that are included in every GEF project document.

interventions is also spurious. Furthermore, survey is expensive. Using biological indicators to measure performance, progress and impact in GEF projects is rarely appropriate. Proxy indicators are much more practicable, they are more sensitive and there is likely a closer, demonstrable, correlation between an intervention and any change in indicator status.

The PMU was underfunded. A 10 % cap on PCU/PMU costs ignores the role that a project's management makes in driving/catalysing a process. This is the difference between a technical fix and an adaptive change. In reality the Project Document provides a broad strategic solution to the "problem", nested in a complex mainstreaming⁶ project such as the BITS project are a multiplicity of smaller, inter-connected problems for which there may be no easy solutions to. Addressing adaptive challenges requires trying solutions that are new and maybe quite different. Inherent in addressing adaptive challenges are the need to become comfortable with not knowing what the next move might be, dealing with uncertainty. It is the PCU/PMU that absorbs these uncertainties⁷. PMC/PCU costs should reflect the complexity and institutional and spatial scale of the project. They should explicitly recognise the technical and facilitation role of the management unit. In GEF projects PMU serves a technical role and not just an administrative role.

Complex projects such as mainstreaming require a tool or mechanism to provide a structured framework for cognitive⁸ process driven by the project. The project operates across a multiplicity of temporal, spatial and institutional scales. Partners are likely to encounter situations for which solutions lie outside the current way of operation, and possibly, thinking and applying existing procedures and understanding does not necessarily provide the solution needed. There is nothing in the project's design that captures this experience and allows the partners to work through the plausible outcomes of different interventions.

A number of the interventions that have been begun by the project will require a home after the project's closure. This is not to say that they have not been successfully implemented by the project, but rather that they still need time to mature or, that their benefits are such that it is desirable to upscale them through other projects or existing government programmes:

- the UNDP GEF MSB Project which will take on a number of initiatives started by the BITS project;
 - linking the certification / labelling schemes to avoid duplication and confusion;
 - jointly agreeing legacy arrangements for other BITS project achievements;
- land use planning at the municipal level beyond the project's selected sites with MOMA;
- other UNDP initiatives such as the Country Office livelihood and social cohesion initiatives;
- the UNDP environment project RIO "Mainstreaming RIO Convention's Provision's in National Sectoral Policies of Jordan";
- the GEF/SGP small grants programme with support to Wadi Rum, Dibeena PA and Petra;
- the two MoUs between Serbia and Jordan for academic and environmental collaboration;
- the Global Green Growth Development (GGGD) project.

Further, UNDP should consider setting up a working group to examine how biodiversity and ecosystem resilience can be mainstreamed into other sectors of the economy such as infrastructure, agriculture and the extractive industries with clear cause and effect linkages to, health, ecosystem

⁶ Not just in mainstreaming but in every project addressing change in socio-ecosystems.

⁷ The MTR picked up on this and recommended that an additional technical assistant should be engaged. The TE disagrees with this in as much as the PCU was not technically challenged, it was just under-resourced financially, materially and in its headcount.

⁸ Of, relating to, being, or involving conscious intellectual activity (such as thinking, reasoning, or remembering)

services delivery, and the fiscus. The TE is aware that one logical conclusion from this would be a broader-based mainstreaming project.

Lessons

The TE did not identify any bad practices within the project. All projects are subject to stresses and strains and this project has witnessed its own share of trials, however, it has coped with them well and maintained the partnership, never making a drama out of a crisis, in control but not controlling the process.

Positively, the project partners have allowed the PCU time to build these coalitions between partners, something which is easily overlooked in a Project Document which assumes these conditions exist before the project and overlook the workload that this places on the PCU (and its financial, material and human resources) as the pivotal point in the project. An interesting comment by the PCU was that, as a policy, the PCU was scrupulously, and sometimes brutally, honest with the project partners; about budgets, about expectations, all aspects of the project. This has been appreciated by everyone involved in what could have been an extremely fractured project given the complex partner arrangements.

Section III

Acronyms and abbreviations

ASEZ	Aqaba Special Economic Zone
ASEZA	Aqaba Special Economic Zone Authority
APR/PIR	Annual Project Review / Project Implementation Report
AWP	Annual Work Plan
BIMS	Biodiversity Information Management System
BITS	Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan Project
CBD	Convention on Biological Diversity
CO	Country Office
EIA	Environmental Impact Assessment
GEF	Global Environment Facility
GIS	Geographic Information System
LAC	Local Advisory Committee
LUP	Land Use Plan
METT	Management Effectiveness Tracking Tool
M&E	Monitoring and Evaluation
MSB	Migratory Soaring Birds
MTR	Mid-Term Review
MoA	Ministry of Agriculture
MoEnv	Ministry of the Environment
MoTA	Ministry of Tourism and Antiquities
MoMA	Ministry of Municipal Affairs
MoPIC	Ministry of Planning and International Cooperation
NBSAP	National Biodiversity Strategy and Action Plan
NGOs	Non-Government Organizations
PA	Protected Area
PAP	Petra Archaeological Park
PCG	Project Coordination Group
PCU	Project Coordination Unit
PDTRA	Petra Development and Tourism Region Authority
PEB	Project Executive Board
PIF	Project Identification Form
RSCN	Royal Society for the Conservation of Nature
SEA	Strategic Environmental Assessment
TE	Terminal Evaluation
TGU	Tourism Green Unit
TOR	Terms of Reference
UNDP	United Nations Development Programme

1 Introduction

1.1 Purpose of the Evaluation

1. The GEF Monitoring and Evaluation Policy⁹ has two overarching objectives at the project level, namely: to promote accountability for the achievement of GEF objectives through the assessment of results, effectiveness, processes and performance of the partners involved in GEF activities; and to improve performance by the promotion of learning, feedback and knowledge sharing on results and lessons learned among the GEF and its partners, as a basis for decision-making on policies, strategies, programme management, projects and programmes.
2. Terminal evaluation (TE) is an integral part of the UNDP/GEF project cycle. Its purpose is to provide a comprehensive and systematic account of the performance of the completed project by assessing its design, process of implementation, achievements (outputs, outcomes, impacts and their sustainability) against project objectives endorsed by the GEF (including any agreed changes in the objectives during project implementation) and any other results.
3. Terminal evaluations have four complementary purposes:
 - i. To promote accountability and transparency, and to assess and disclose levels of project accomplishments.
 - ii. To capture and synthesize lessons that may help improve the selection, design and implementation of future GEF activities, as well as to suggest recommendations of replication of project successes.
 - iii. To provide feedback on issues that are recurrent across the portfolio and need attention, and on improvements regarding previously identified issues.
 - iv. To contribute to the GEF Evaluation Office databases for aggregation, analysis and reporting on effectiveness of GEF operations in achieving global environmental benefits and on the quality of monitoring and evaluation across the GEF system.
4. To this end, the terminal evaluation is intended to:
 - i. enhance organizational and development learning;
 - ii. enable informed decision-making; and
 - iii. create the basis for replication of successful project outcomes.
5. At the national level the TE plays an important role (along with the MTR) providing an independent and impartial feedback to the UNDP CO, Project Coordination Unit, Executing Agency(s) and project partners which can be used to, identify weaknesses, strengthen the achievements of the project and contribute to the sustainability of the project's outcomes.

1.2 Scope and Methodology

1.2.1 Scope and Context

6. The TE of the full-size project on *Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan (BITS) Project* was carried out by an independent, international Consultant. The terms of reference (ToR), attached as **Annex 1**, are based on the UNDP guidance for TEs of GEF-financed projects.¹⁰

⁹ The GEF Monitoring and Evaluation Policy 2010, Evaluation Document November 2010, No. 4. 32 pp.

¹⁰Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-Financed Projects, UNDP Evaluation Office, 2012.

7. The TE has been undertaken in line with GEF principles concerning independence, credibility, utility, impartiality, transparency, disclosure, ethical, participation, competencies and capacities³. The consultants have signed the Evaluation Consultant Code of Conduct Agreement Form (**Annex 7**), thereby agreeing to abide by the UNEG Code of Conduct in the UN System (2008).
8. The evaluation process is independent of GEF, UNDP, the Ministry of Tourism and Antiquities (MOTA), the Royal Society for the Conservation of Nature (RSCN), the Petra Development and Tourism Region Authority (PDTRA), the Aqaba Special Economic Zone Authority (ASEZA), the Ministry of Environment (MoEnv), the Ministry of Municipal Affairs (MOMA), and the Ministry of Planning and International Cooperation (MOPIC), and project partners. The opinions and recommendations in this TE are those of the Evaluator and do not necessarily reflect the position of GEF, UNDP, or any of the project stakeholders. Once accepted, the TE becomes a recognised and publicly accessible component of the project's documentation.
9. This TE follows in the wake of a Mid-Term Review (MTR) conducted in October 2016, during month 33 of the project's intended 48 months duration (actual 59 months), and completed in December 2016¹¹. Key findings of the MTR are summarised in **Section 2.7**. The project's management response to the MTR recommendations, attached as **Annex 8**, and the way in which implementation has been adapted to address weaknesses and reinforce benefits identified in the MTR is an important consideration for this TE.
10. The TE was carried out between late-October (field mission) and December 2018 (analysis and reporting). The field mission comprised 5 days in-country (22nd October to 27th October) meeting and interviewing implementing partners, contractors, beneficiaries and other key stakeholders in the project sites at Wadi Rum, Petra, Dibe'en Protected Area and in Amman. Details of the itinerary and schedule of meetings with stakeholders are given in **Annex 2**.

1.2.2 Approach and Methodology

11. Terminal evaluation is an evidence-based assessment of a project's concept and design, its implementation and its outputs, outcomes and impacts as documented in the Annual Progress Reviews (APRs), Project Implementation Reports (PIRs) and Sustainable Results Framework (SRF), which provides indicators and targets for measuring success in implementation. Evidence was gathered by reviewing documents, interviewing key, selected stakeholders, visiting project sites and from other ad hoc observations. A list of documents reviewed is attached as **Annex 4**.
12. The evaluation commenced with a desk review of relevant project documents. This informed the itinerary and scheduling of the mission, which was planned in close cooperation with the Project Coordination Unit (PCU) who, in turn, liaised with the UNDP Country Office. This preparatory phase culminated with an Inception Report that included the planned itinerary, identified stakeholders to be met, described the approach and provided a series of templates for completion by the PCU.
13. Interviews with implementing partners and the Evaluator were usually held on a one-to-one basis and semi-structured around the evaluation questions framed in **Annex 5**.
14. PCU staff and district coordinators maintained a low-profile during meetings absenting themselves from each meeting with stakeholders.
15. Key aspects of the evaluation approach included:

¹¹Mid-Term Review of Project entitled "Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan Project". December 2016.

Defining the scope of the Evaluation's focus: through discussions with the PCU and UNDP and partner agencies, the areas and extent of inquiry to be defined.

Emphasis on constructive analytical dialogue: with the project partners; providing the project participants with an opportunity to explain the strategies applied to date, the challenges that have been faced and the inevitable nuances that affect a project. In this way the Evaluation was able to deepen the partner's conceptual understanding of the key issues underlying the project and the driving forces that have shaped, and continue, shaping events.

Critical analysis of the project design: the original design and strategic approach was challenged against best practices and in light of the project's experience to consider whether there were flaws in its logic and approach or whether there were assumptions, known or unknown, that have not proven correct.

Critical reflection on the measures of project success: measuring progress and performance against the indicators provided in the project's SRF with the participation of the project partners and reflecting on their relevance and adequacy.

Assessment of the project's performance and impact to date: analysing the performance and progress against the indicators and reasonably expected impacts of the project's implementation.

An examination of process: critically examining the project's actions and activities to ensure that there was sufficient effort in ensuring that elements of capacity building and participation, establishing processes and mechanisms, that would enable the targets to be achieved in the longer term rather than being *expedient*.

Synthesizing plausible future impacts: using analytical methods to identify plausible future outcomes resulting from the impact of the project in the future.

Jointly defining the conclusions and recommendations with the PCU and UNDP: ensuring that there is a common understanding of any weaknesses or shortcomings in the project's implementation and an understanding the reasons for, and the appropriate detail of, any remedial actions that might be necessary.

16. Preliminary findings were shared at a meeting with the PCU and UNDP in Amman on the 25th October, 2018.

17. In addition to a descriptive assessment, project achievements (outputs and outcomes), sustainability of outcomes, monitoring and evaluation system (design and application), were rated with respect to either the level of satisfaction achieved or the likelihood of various dimensions of the outcomes being sustainable by the end of the project. Also, three criteria (relevance, effectiveness and efficiency) were used, as appropriate, to evaluate the levels of achievement attained with respect to the project objective and outcomes in accordance with GEF requirements. These criteria are defined as follows^{Error! Bookmark not defined..}

- **Effectiveness** is the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
- **Efficiency** is a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

- **Relevance** is the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

18. The different scales for rating various criteria are shown in **Table 1**, and further defined in **Table 2** (level of satisfaction scale) and **Table 3** (likelihood of sustainability scale). Sustainability concerns the extent to which environmental, social and economic benefits are likely to continue from a particular project or program after GEF assistance/external assistance has ended^{Error! Bookmark not defined.}.

Table 1 Ratings and their scales for different evaluation criteria

Outcomes, Effectiveness, Efficiency, M&E, I&E Execution	Sustainability	Relevance
6. Highly Satisfactory (HS): no shortcomings 5. Satisfactory (S): minor shortcomings 4. Moderately Satisfactory (MS): moderate shortcomings 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major shortcomings 1. Highly Unsatisfactory (HU): severe shortcomings	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	2. Relevant (R) 1. Not relevant (NR)
	Additional ratings if relevant	Impact
	Not Applicable (N/A) Unable to Assess (U/A)	3. Significant (S) 2. Minimal (M) 1. Negligible (N)

19. The project objective and outcomes were rated according to their respective outputs (**Table 15**), based on evidence provided by PCU and assessed by the Evaluator (**Annex 9**), and by means of performance indicators (**Annex 9**) using the 6-point satisfaction scale (**Table 2**). Other aspects of performance, such as effectiveness, efficiency, relevance and sustainability, were assessed using the full set of ratings shown in **Table 1** and **3**.

Table 2 Definitions of ratings of levels of satisfaction (Guidelines for GEF Agencies in Conducting Terminal Evaluations, 2008)

Rating	Definition
Highly Satisfactory (HS)	The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Satisfactory (S)	The project had minor shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Moderately Satisfactory (MS)	The project had moderate shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Moderately Unsatisfactory (MU)	The project had significant shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Unsatisfactory (U)	The project had major shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.
Highly Unsatisfactory (U)	The project had severe shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency.

Table 3 Definitions of levels of risk to sustainability of Project outcomes (UNDP Evaluation Guidance for GEF-Financed Projects, 2012)

Rating	Definition
Likely (L)	Negligible risks to sustainability, with key outcomes expected to continue into the foreseeable future.
Moderately Likely (ML)	Moderate risks , but expectations that at least some outcomes will be sustained.
Moderately Unlikely (MU)	Substantial risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on.
Unlikely (U)	Severe risk that project outcomes as well as key outputs will not be sustained.

20. UNDP CO and the PCU was provided with a draft report in late October 2018 to share with the Implementing Partners and UNDP Regional Office and the report was subsequently finalised after receiving feedback in November 2018. The audit trail for the evaluators' response to these review comments can be found in **Annex 8**.

1.3 Structure of the Evaluation Report

21. The structure of this Terminal Evaluation report follows the latest UNDP guidance for terminal evaluation of GEF-Financed Projects⁴ and follows Annex F of the UNDP template for Terminal Evaluation Terms of Reference.

Section 1 (this section) provides a brief introduction to the purpose, scope and methodology used by the TE.

Section 2 provides a description of the of the project, the problems and issues the project sought to address, the key stakeholders, the expected results and the means to assess progress and performance of the project.

Section 3 provides an account of the TE's main findings related to the project's formulation, implementation and the actual results achieved.

Section 4 provides the TE's main conclusions and recommendations.

2 Project Description and Development Context

2.1 Project Start and Duration

22. The full-sized BITS Project, approved under the GEF 5 programming, commenced on the 13th January 2014. The inception phase lasted from January until the 30th June with an Inception Report produced in May 2014. Originally planned as a four-year project, closing in January 2018. On the recommendation of the MTR, the project submitted a draft extension request to the RTA in Oct 2017, which was submitted to UNDP-GEF HQ by the RTA in Nov 2017 and eventually approved after revisions in Jan 2018. The revised planned closing date is 31 Dec 2018.

Table 4 Project Milestones

	Milestone	Date
1	Received by GEF	August 2011

2	PIFF submitted	September 2011
3	Preparation Grant approved	November 2011
4	Concept approved	November 2011
5	Project Approval for Implementation	May 2013
6	Start date	January 2014
7	Recruitment of the Project National Coordinator (PNC).	February 2014
8	Operationalization of the Project Coordination Unit	March 2014
9	Inception Report	May 2014
10	Mid-term Review	October 2016
11	Mid-term Review Report	December 2016
12	No-cost extension	January 2018
13	Proposed project closure date	January 2018
14	Terminal Evaluation	October 2018
15	Terminal Evaluation Report	November 2018
16	Project closure	December 2018

2.2 Problems that the Project Sought to Address

23. The tourism sector already posed a major threat to biodiversity and given the planned exponential growth of the sector, this threat is expected to grow significantly. Currently, tourism is concentrated at two levels: (1) in tourism regions/zones such as Petra and Wadi Rum, both of which are ecologically sensitive areas; and (2) in wider areas between these regions/zones and the existing and planned protected areas (e.g. the area surrounding Dibeen Protected Area (PA) in Jerash Governorate, the district surrounding Shoubak Proposed PA, and the wider territory around Wadi Rum outside the PA). These Tourism regions/zones lie in high biodiversity areas and in the proximity of several protected areas. Although few of Jordan's current visitors are nature tourists *per se*, tourists do visit protected areas around the tourism regions/zones as part of their tour itinerary. The Government is seeking to expand the tourism marketing product—and will market Jordan as a destination for nature-based tourism, wilderness being a key attraction (hiking, camping and other activities). The number of visitors to the PAs is thus expected to grow over time.
24. Biodiversity is being threatened by mass tourism across the landscape as a whole, within each of the tourism regions/zones, and within protected areas (as well as proposed new PA sites) in the Jordan Rift Valley. The tourism footprint on biodiversity is expected to grow over time. The Tourism Master Plans prepared for each of the tourism regions/zones and other areas identify current and potential impacts on biodiversity as a potentially serious issue that needs to be managed. The threat posed by tourism to biodiversity is also documented in protected area management plans. These threats may be divided into two categories: direct threats and indirect threats. Pressures vary spatially across the landscape and while some areas are currently not heavily impacted, there is no guarantee that they will remain so in future¹².
25. The Project Document identified three direct threats from the tourism sector:

Hotel and tourism infrastructure development: Development of hotels and other tourism infrastructure in ecologically sensitive areas leading to fragmentation and loss of habitat. The

¹² Source: "Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan Project" Project Document.

loss of connectivity between different habitat blocks poses a significant risk to biodiversity in Jordan as a whole, and undermines the utility of PAs as a critical storehouse of biodiversity. PAs should ideally be connected through natural and undisturbed corridors to maintain ecological processes and ensure the free passage of wildlife. There is also little or no consideration of the cumulative impact of development projects.

High visitor numbers: High visitor numbers in sensitive environments and protected areas leading to disturbance of the habitat. Visitors' activities have exerted extensive pressure on biodiversity from trampling, hunting, plant collection, uncontrolled trekking and climbing, etc. In Petra, which is by far the most visited tourism site in Jordan, habitat degradation has already been recorded—and tourism is believed to have an impact on wildlife populations. The disturbance from tourism activities, among others, is responsible for the absence or scarcity of avifauna.

Effluent discharges: Effluent discharges, litter accumulation and extensive abstraction of water. Hotels generate significant wastes, often dumped in ecologically sensitive areas. This has changed animal behaviour – e.g. waste dumps are scavenged by species such as the Red Fox. However, this practice also results in the accumulation of toxic compounds in the ecosystem. A second problem arises as a result of the excessive extraction of ground water and surface water from wadis. The latter is a serious problem, as it threatens the biodiversity of these small, fragile but important habitats.

26. Two indirect threats were identified:

Roads development: Roads are being developed to increase access to tourism areas. The placement of roads around tourism regions/zones is providing easy access to ecologically important areas and increasing the pressure from tourists on these areas. Unless planned to incorporate biodiversity values, this could have the inadvertent effect of increasing other threats (e.g. poaching).

Encroachment by local population: Local populations encroach on natural resources in sensitive areas and practice intensive resource use to support their livelihood needs. Local populations are using the provisioning and regulating ecosystem services to support their economies. A further increase in agriculture and pastoralist activities is expected as the local population will aim to meet increased demand for food produce from tourism establishments in the tourism regions/zones and this will cause additional pressure on biodiversity from overgrazing, loss of the vegetation cover, wood-cutting, etc. There is a need for tourism establishments to factor these impacts into supply chain management so as to mitigate the pressure on biodiversity, ecosystems and ecosystem services.

2.2.1 Barriers to Developing Sustainable Tourism

27. In order to address the threats identified above, the Project Document proposed to change the course of tourism sector development in order to reduce the negative impact on biodiversity by 'mainstreaming' biodiversity considerations into the process of tourism development and management.
28. Therefore, it proposed to take action at three levels - (1) at the national level—influencing regulations and investment strategies; (2) at the landscape level in the tourism zones—where physical development occurs and where there is a need to change the trajectory of that development to address direct and indirect threats; and (3) at the site level—in protected areas

and sensitive corridors, where additional management intervention is needed to address direct pressures on ecosystems.

29. Barriers, to which the project would respond, impeding effective biodiversity management were identified at the national or enabling environment level, the landscape level and the protected area level:

Barriers at the National (upstream) Level: A comprehensive understanding of the impacts of the tourism sector on biodiversity is lacking. Although the tourism sector speaks of reducing the environmental footprint of tourism, it has focused for instance on energy and water use and rarely on biodiversity management. National land-use planning has not factored in the impact of tourism development on biodiversity. Environmental Impact Assessments (EIAs) are required for specific site interventions but these do not evaluate the off-site impacts or the cumulative and synergistic effect on biodiversity of different development activities over larger areas. This is of particular concern given the fragility of ecosystems in Jordan which already suffer from a high level of fragmentation. Moreover, the national classification system for hotels and restaurants developed by MoTA which is expected to be adopted by 100% of hotels and 80% of restaurants by 2015, does not specifically address biodiversity. Specific norms and standards to regulate tourism development at the enterprise and landscape level so as to reduce and mitigate threats are also lacking. In practice, this means that biodiversity management needs are not factored into licensing decisions for development. As noted above, the Government has delegated the responsibility for issuing permits for tourism development to the new regional tourism authorities, of which, the PDTRA and the ASEZA are of interest to the project. Outside these special territories, the MOPA is responsible for land-use planning, and the Governorates and municipalities regulate development through the implementation of the land-use plans. Of interest to the project are the Governorates of Jerash and Ma'an, the former includes Dibeena PA and the latter includes land surrounding Shoubak¹³. These authorities are also responsible for commissioning EIAs and they are accountable to MoTA and the MoEnv for the discharge of this duty. However, without national biodiversity standards, a system of rewards and penalties, and a better capacity in national institutions to monitor and ensure compliance, there is a risk that biodiversity management will be side-lined. Finally, voluntary mechanisms to cultivate good corporate environmental stewardship on the part of businesses are lacking and there is a need for economic incentives and disincentives to reward those that observe environmental protection and penalize those that do not. In addition, a more formal system of penalties for breaches of permit/certification conditions is also required so as to distinguish between those companies with a solid record of stewardship, from those with a poor one.

Barriers at the Landscape Level: An important barrier to the mainstreaming of biodiversity in the tourism sector in Jordan is the weak vertical and horizontal coordination among the stakeholders involved in the sector. Several institutions have responsibilities at the regional level in planning, monitoring and enforcing regulations relating to tourism sector development and biodiversity conservation – MoMA, Governorates/Districts/Municipalities, RSCN, MoEnv, PDTRA, ASEZA and the Police. However, the mandates for surveillance and prosecution of unlawful tourism activities and breaches of planning provisions at the level of these institutions are unclear and overlapping and need to be clarified and closely coordinated in order to ensure the integration of biodiversity conservation in the tourism development agenda. Moreover, there are weak capacities for permitting, monitoring and enforcing biodiversity-friendly development at the level of the tourism authorities/zones with respect to managing direct and indirect threats.

¹³ Shoubak proposed protected area was removed from the project during the inception phase.

However, an even more fundamental barrier is the general lack of data and information on biodiversity among decision-makers and other professionals responsible for natural resource use, and even more so among the general public. This is hindering appreciation of the value of biodiversity (including to the tourism sector) and its vulnerability to various impacts. This lack of data and information is a fundamental barrier to efforts to reflect biodiversity in the planning and other initiatives on resource use – it can only be resolved through effective ecological surveys which, while not overly meticulous, must provide a robust basis for decision making.

Whereas Strategic Plans have been prepared, land-use planning is a comparatively new activity in Jordan. The MoMA has only been entrusted with land-use planning comparatively recently (in 2012) and because of the lack of data and information on biodiversity, it is difficult for planners to take biodiversity into account in their planning initiatives. Biodiversity management objectives need to be accommodated in the overarching land use plans which will guide the placement of hotel infrastructure, the siting of roads and water reticulation and waste management systems amongst other things. This needs to take an adaptive approach employing the acceptable limits of change approach, which will in turn require a sound environmental monitoring and data management system.

Allied to the lack of data and information on biodiversity, and with the exception of some work in protected areas, there is little or no monitoring of ecosystems, no assessment of the state of ecosystems and critical species, no recording of trends. Without an effective monitoring system, those responsible for the protection and management of biodiversity in Jordan cannot be aware of the dire consequences of tourism and other impacts on biodiversity, until it is too late.

The country set up the "Environmental Police" unit in 2006, an innovative system to coordinate the activities of the Police Department, Ministry of Agriculture (MOA), MoEnv and RSCN with a view to addressing threats to the environment. However, the unit has in practice not been able to effectively oversee enforcement in the tourism sector, partly because regulations, standards and penalties governing enforcement are wanting in the first place, but also because there is limited technical capacity to deal with the sector (because many threats occur from a conjunction of different pressures from different enterprises). The whole system of enforcement in environmental protection in Jordan is currently under review and results are expected by the time the project is under implementation and it will be able to play an active role in the follow-up to this exercise with a focus on capacity building.

While some interpretation exists in Protected Areas, there is a general and severe lack of effective interpretation and information outside formally protected areas and little, if any, communication with the public on the values and vulnerabilities of ecological resources and the consequences (ecological and legal) of not adhering to land-use plans, not observing set limits and breaking regulations.

Barriers to effective PA management: Laudable efforts are currently made by most PA management to involve local communities. However, this does not reach all communities and even less so the private sector, and it serves as a barrier to the effective management of PAs. Partnerships are required to convey the message that PAs are a shared resource as well as a shared responsibility and this will lead to collaboration in attempting to resolve differences between factions.

To a certain extent, the PAs are managed in isolation from the surrounding lands in a situation that observes strict boundaries of jurisdiction. This is a barrier and it works against the PAs themselves. While it is not advocated to dismantle jurisdictional boundaries, recognition of mutual land use plans and management commitments on either side of the boundary should be encouraged. This will lead to a sounder basis for management in the PAs which can reflect better the provisions that might be made outside their boundaries to protect biodiversity.

There is a need to disperse tourism from heavily visited areas within Protected Areas where tourism is placing pressure on the environment. This will require the development of infrastructure in new areas (waste management systems, interpretation facilities, trails, picnic facilities, etc) as well as the institution of visitor controls. Additional resources need to be generated to staff PAs to deal with tourism pressures, as well as cover other operational expenses. The absence of ecotourism-based business plans for PAs and the lack of efficient user fees collection systems create a barrier to the ultimate ability of PAs to be self-supporting and gain financial sustainability.

2.3 Immediate and Development Objectives of the Project

30. The overall goal of the project, as defined in the Project Document, is that:

Biodiversity conservation objectives are effectively mainstreamed and advanced into and through the tourism sector development in Jordan.

31. The project is aligned with GEF policies and priorities in the Biodiversity focal areas, notably:

Biodiversity Objective 2: Mainstreaming biodiversity conservation and sustainable use into production landscapes, seascapes, and sectors.

Outcome 2.1: Increase in sustainably managed landscapes and seascapes that integrate biodiversity conservation.

Outcome 2.2: Measures to conserve and sustainably use biodiversity incorporated in policy and regulatory frameworks.

32. Further, the project is aligned with the United Nations Development Assistance Framework (UNDAF) and UNDP Country Programme (CP):

UNDAF Outcome 5: Government and national institutions have operationalized mechanisms to develop and implement strategies and plans targeting key cultural, environmental and Disaster Risk Reduction issues (including a transition to a Green Economy) at national and sub-national levels.

UNDP Strategic Plan Environment and Sustainable Development Primary Outcome: Energy and environment for sustainable development.

Expected CP Outcome(s): Outcome #3: Government and national institutions have operationalized mechanisms and improved capacities to develop and implement strategies and plans for targeted key environmental and disaster risk reduction issues facing Jordan and support a transition to a Green Economy.

Expected CP Output(s): Key Government and non-Government actors have capacities to undertake gender-sensitive management of natural resources in a climate-resilient manner in targeted governorates.

2.4 Main Stakeholders

33. The Project Document listed the primary stakeholders (Table 5). These included the Implementing Partners; the Ministry of Tourism and Antiquities (MoTA), Ministry of Municipal Affairs (MoMA), the Petra Development and Tourism Region Authority (PDTRA), the Royal Society for the Conservation of Nature (RSCN) and the Aqaba Special Economic Zone Authority (ASEZA). The project was further coordinated with the Ministry of Planning and International Cooperation (the GEF Focal Point for Jordan) and the Ministry of Environment. Both of these latter Ministries have Project Focal Points and were represented on the Project Executive Board.

34. However, although the MoEnv was “seen as one of the Implementing/collaborating Partners for the project particularly under Outcome 1”, it was not included as an implementing partner. Given

the nature of the project and what it was intending to achieve, this was a significant oversight. In the event, the MoEnv was included during the inception phase as a substantive implementing partner which was a reasonable and adaptive measure. However, it is also reasonable to assume that this later inclusion of this important partner will have reduced the effectiveness of the ministry as there was, as a result of not being included in the partners, no specific budget earmarked for the MoEnv.

35. Importantly, the Project Document did not list the private sector and local communities (which are significantly diverse to merit defining by site) as stakeholders. Given that these groups were the “end users” or “target” stakeholders whose behaviour the project intended to change through altering the attitudes and practices of the regulatory stakeholders and the enabling environment; it seems to suggest that there were weaknesses in the original stakeholder analysis, given the Turkish adage¹⁴ that *“if you haven’t got a seat at the table then you are probably on the menu”*.
36. Prior to the project starting Shoubak proposed PA was removed from the project’s sites as a result of resistance from the local government and community against establishing a protected area. The reasons for this decision are not discussed in the TE report.

Table 5 Stakeholders

Stakeholder Agency	Type of Partnership
Ministry of Tourism and Antiquities (MoTA, Amman)	The Ministry of Tourism and Antiquities is the lead government agency for tourism development and management. Where it does not have a direct operational role (as in the Special Development Zones, it still functions in an advisory capacity). It is an Implementing Partner for a number of project activities (primarily under Outcome 1), and a collaborating/advisory partner essential to ensure that the project’s products and services are of practical and applicable value and sustainable beyond the life of the project.
Royal Society for the Conservation of Nature (RSCN, Amman)	The RSCN is entrusted with the establishment and management of Protected Areas in Jordan, with minor exceptions. It is also the acknowledged source of expertise and advice on biodiversity. RSCN is a Key Implementing Partner for the project through its responsibility for Dibeen and Shoubak Protected Areas (specifically under Outcome 3). It will also serve as a collaborating/advisory partner for the project with those Activities requiring its expertise.
Ministry of Municipal Affairs (MoMA)	The Ministry has recently been assigned responsibility for land use planning in Jordan and will therefore be a crucial partner for the project’s LUP activities (under Outcome 2) in the Jerash Governorate, and the buffer zones around Shoubak proposed PA in Ma’an Governorate.
Petra Development and Tourism Region Authority (PDTRA, Wadi Musa), the Environment Department	The PDTRA is a Key Implementing Partner and Petra is the locality with the greatest influx of tourists in Jordan and as such it has the highest potential impact on biodiversity. Although the aim of the World Heritage Site Protected Area is its archaeological value, its biodiversity values are acknowledged and responsibility for their protection and management lies with the PDTRA Environment Department. The Department’s needs were assessed through the Capacity Assessment Questionnaire administered by the project. The project will work with the Environment Department in its activities in the greater Petra locality which is a critical part of the ecological corridor between Dana and Wadi Rum. The work will be carried out primarily under Outcome 2.
Aqaba Special Economic Zone	The ASEZA is responsible for two major PAs outside the RSCN area of responsibility, namely, Wadi Rum PA and the Aqaba Marine Park. Of interest to the project is the

¹⁴ A saying often in metaphorical form that typically embodies a common observation.

Authority (ASEZA, Aqaba)	Wadi Rum PA which is discussed below, and because of this, ASEZA is considered as one of the Key Implementing Partners for the project.
Dibeen Forest Reserve Protected Area	The Dibeen Protected Area comprises the focus of an implementation locality for the project and as such, the Dibeen PA Management is considered as one of the project's Implementing Partners with RSCN as the responsible organization for activities which will be carried out within the PA under Outcome 3. Activities to be carried out in Dibeen reflect the needs as identified through both the METT and the Capacity Assessment Questionnaire.
Shoubak proposed Protected Area	The Shoubak Protected Area has not yet been formally declared. It has been identified by the GEF/World Bank Project on Integrated Ecosystem Management in the Jordan Rift Valley and this project will complement what has been carried out by the GEF/World Bank project. As such, Shoubak PA Management will be an Implementing Partner for activities under Outcome 3, under the aegis of RSCN. Specific activities to be carried out in Shoubak reflect the needs as identified through both the METT and the Capacity Assessment Questionnaire.
Wadi Rum Protected Area	The Wadi Rum Protected Area is also a UNESCO World Heritage Site recognizing its natural as well as its cultural values and their close interaction. The PA Management has welcomed the assistance of the project in addressing some of the threats arising from tourism and as such it is considered as a Key Implementing Partner for the project which, while focussing its activities on the PA itself (Outcome 3), will also extend beyond the boundaries to the wider "buffer" zone which has intrinsic biodiversity values and from where some of the threats arise (Outcome 2). A METT and a Capacity Assessment Questionnaire have been obtained.
UNESCO (Amman)	UNESCO has a direct interest in two of the three project localities, namely Petra and Wadi Rum, both of which are World Heritage Sites and will cooperate with the project in its work at these two sites.
UNDP (Amman)	As GEF Implementing Agency for the project, UNDP has pledged financial support to the project. UNDP is also hosting the PCU office and will provide administrative support.
Ministry of Environment	The Ministry of Environment is the agency of government responsible for environmental protection in Jordan. It is the focal point for the CBD in Jordan and the agency responsible for managing the EIA Process. As such it is seen as one of the Implementing/collaborating Partners for the project particularly under Outcome 1.
Ministry of Planning and International Cooperation (MoPIC)	MoPIC is the National Operational Focal Point for the GEF in Jordan and has been involved in the project since the pre-formulation phase. The land-use planning activities of the project (Outcome 2) are of direct interest to MoPIC who will be collaborating with the project on the implementation of these activities. MoPIC is also likely to be designated as Government Focal Point for the project and will chair the Project Executive Board

37. An important facet of this project is an understanding of the role of the special authorities in Jordan. ASEZA and PDTRA are para-statal, territorial financially and administratively autonomous authorities which have considerable powers, including the responsibility for the management, regulation and development of their territories; including policies and legislation.
38. Municipalities on the other hand are directly under the MOMA and subject to the national policies of sector ministries such as MOTA and the MoEnv, etc.
39. As such these are very different governance systems with different sources and levels of financing and mechanisms for decision-making.
40. RSCN, the third "category" of partner also has a relatively unique position. The RSCN is an independent national organization devoted to the conservation of Jordan's natural resources. RSCN was established in 1966 with His Majesty the late King Hussein as Honorary President. RSCN

has the mission of protecting and managing the natural resources of Jordan and it is responsible for protecting wildlife and a number of protected areas. It is one of the few national organizations in the Middle East with such a public service mandate¹⁵. It has the power to retain revenues raised from the protected areas under its control.

41. An important distinction should be made by the TE; at the beginning of the BITS project, that is, that only the RSCN and the MoEnv had biodiversity conservation and ecological resilience at the heart of their mandate. Without any inferred criticism, the other stakeholders had a multiplicity of interests such as economic development, expansion of tourism development, provision of social services, infrastructure, etc. Their environmental remit was largely limited to water provisioning issues and solid waste and sanitation. Development, was largely geared to economic development and in the sphere of tourism, to increasing numbers of visitors and not necessarily in terms of carrying capacities and ecological resilience.

2.5 Expected Results

42. The project was expected to mainstream biodiversity considerations into tourism development in Jordan. In order to achieve this, it would develop institutional tools upstream at national level which would provide the MOTA and related agencies such as the MoEnv, the MOMA, the Jerash Governorate, the PDTRA, the ASEZA and the Ma'an Governorate with the know-how, means and mechanisms for promoting biodiversity protection as in the best interest of the tourism industry. In its turn, the industry would recognize the value of Jordanian biodiversity and strive to protect it and promote it as a tourist attraction in its own right. Land-use plans at the landscape level would benefit from the project through the identification of biodiversity values and how they could be protected, and an effective monitoring system to maintain all data up to date and identify any worrying trends before they become irreversible. At site-specific level, protected areas that were currently weakly managed and poorly funded would benefit from comprehensive land use plans, visitor facilities that would provide information and education as well as recreation, and financial security.
43. As a result, the project was intended to have an immediate global environmental benefit through the increased management efficiency of declared PAs and the expansion of the area under agreed protection through land use plans, and buffer zones, albeit at a lesser level. This would lead to the restoration and conservation of the habitats of a number of threatened species and valuable ecosystems and would secure migratory pathways. As a result, globally significant biodiversity would be conserved and valuable ecosystem services would be safeguarded.
44. Because of the significant effort that the project would make on institutional capacity building and the mainstreaming of biodiversity considerations into tourism sector development, these benefits would be sustainable.
45. The project developed three outcomes towards this end:

Outcome 1 Regulatory and enforcement framework in place to avoid, reduce, mitigate and offset adverse impacts of tourism on biodiversity.

This Outcome described the anticipated enabling environment of the institutional regulatory framework and intended to address each of the identified threats. It would contribute directly to the Objective since it provided the key instruments for mainstreaming biodiversity. It was to be

¹⁵ <http://www.rscn.org.jo/>

applied at the upstream national level. In the Project document it has assigned an estimated cost for the Outcome of \$371,000 of which the GEF contribution was \$265,000.

Outcome 2 Institutional capacities for planning, monitoring and enforcement strengthened in Jerash, Petra and Wadi Rum landscapes so as to manage the impacts of tourism development on biodiversity within ecologically valuable and sensitive areas.

This Outcome described the capacity required for effective management (in various forms) of PAs as well as valuable ecological areas outside the formal PA system. It was addressing the identified threats and contributing to the Objective by ensuring that mainstreaming was effective in providing protection for biodiversity. It would work at the landscape level with the aim of changing the trajectory of tourism development, thereby addressing direct and indirect threats to biodiversity. In the Project document it has assigned an estimated cost for the Outcome of \$1,344,000 of which the GEF contribution was \$1,200,000.

Outcome 3 Improved management effectiveness particularly in revenue generation, tourism planning and management, and community relations in Dibein, Shoubak and Wadi Rum Protected Areas.

This Outcome described the anticipated PA management effectiveness overall as well as the ecological integrity of ecological corridors at the end of the project. It addressing threat 5 (encroachment by local people) and contributing to the Objective indirectly through more robust management regimes for PAs which would allow them to overcome the impacts of tourism and recreation. It was to be applied at the site level, particularly in protected areas. In the Project document it has assigned an estimated cost for the Outcome of \$1,102,000 of which the GEF contribution was \$1,100,000.

Table 6 Project outcomes and outputs, as specified in the Project Document

Outcome 1	Regulatory and enforcement framework in place to avoid, reduce, mitigate and offset adverse impacts of tourism on biodiversity.
Output 1.1	A Strategic Environmental Assessment (SEA) for tourism development to inform biodiversity considerations in land-use planning - defining spatial areas where development should be avoided; where it may be permitted subject to management controls, and what mitigation and offset requirements are needed.
Output 1.2	A biodiversity-friendly tourism charter including a set of standards developed tested and adopted for the MoTA certification schemes for hotels, eco-tour operators, eco-lodges and environmental camp sites.
Output 1.3	An effective system of penalties for breaches of permit conditions in the tourism sector developed, adopted and publicized reflecting the new Biodiversity-friendly certification system.
Output 1.4	Biodiversity guidelines for the EIA Process as it applies to tourism developments and operations with particular focus on off-site and cumulative impacts.
Output 1.5	Economic incentives and disincentives to promote adherence by tourism industry to the reformed policies and regulation.
Outcome 2	Institutional capacities for planning, monitoring and enforcement strengthened in Jerash, Petra and Wadi Rum landscapes so as to manage the impacts of tourism development on biodiversity within ecologically valuable and sensitive areas.
Output 2.1	Biodiversity Information Management System (BIMS), founded on initial ecological surveys to inform Land-Use Plans, serve as a platform for decision-making, and as a source of up to date knowledge on biodiversity.

Output 2.2	Comprehensive land-use plans based on BIMS and covering Jerash Governorate, PDTRA territory, the Shoubak proposed PA and its buffer zone, and the Greater Wadi Rum Landscapes/Development Zones to set development limits so as to protect biodiversity.
Output 2.3	Biodiversity Monitoring System to update and maintain the BIMS, identify trends and ensure that any changes in biodiversity-important areas remain within acceptable limits; to include remedial measures that will be triggered by the monitoring. Include the use of indicator species as appropriate.
Output 2.4	Improved enforcement of land use development constraints geared to protecting biodiversity.
Output 2.5	Effective interpretation and information facilities at vantage points to inform visitors about the values and vulnerabilities of ecological resources and the consequences (ecological and legal) of not adhering to limits and regulations.
Outcome 3	Outcome 3 Improved management effectiveness particularly in revenue generation, tourism planning and management, and community relations in Dibeen, Shoubak and Wadi Rum Protected Areas.
Output 3.1	PA Management Advisory Boards for promoting increased involvement of the private sector and local community in PA management.
Output 3.2	Dibbin PA, Shoubak PA and Wadi Rum PA Management Plans revised to reflect the principles espoused in the new Land Use plans and the benefits from new BIMS and Monitoring System.
Output 3.3	Visitor management capabilities (to reduce impact on biodiversity) in Dibbin, Shoubak and Wadi Rum PAs, enhanced through improved visitor facilities, better trained rangers and eco-guides, and improved management capacities, to expand visitor attractions and improve visitor experience while reducing impact on biodiversity in sensitive areas.
Output 3.4	Business plans for Dibbin, Shoubak and Wadi Rum PAs.

2.6 Baseline Indicators Established

46. Indicators and baselines were established during the project's design. The only omission being a METT score for Petra Protected Area at the project's start. However, this was rectified during the MTR. The PCU, along with several of the partners expressed a degree of dissatisfaction with the indicators, in particular indicators 4, 11 and 14. The TE shares these concerns and finds that the indicators were not sufficiently relevant to mainstreaming biodiversity.
47. Further weaknesses are seen in the wording of the indicators. Terms such as "*..obvious and meaningful...*" and "*..the level of credibility..*" or "*..enhanced credibility..*" are somewhat ambiguous and open to more than one interpretation.
48. The use of biological indicators in a project SRF are always problematic. This is a common practice in GEF projects but the indicators have little if any utility for project monitoring and evaluation of progress, impact or sustainability. The type of detailed studies, periodicity of surveys, degrees of confidence necessary for meaningful and robust data, as well as the mismatch between ecological timeframes and project cycles make the use of biological indicators, in all but a few cases; irrelevant. Reasonable alternatives would be to use proxy indicators such as measuring the degree of threats and their reduction for which acceptable tools do exist¹⁶.
49. Lastly, indicator 12, as it was phrased, was measuring peoples, or institutional, attitudes or opinions ("*the level of credibility*"). Regardless of the poor phrasing of this indicator, the inclusion

¹⁶ For example: *Is Our Project Succeeding; A Guide to Threat Reduction Assessment for Conservation*. Richard Margoluis and Nick Salafsky. The Biodiversity support Programme, Washington DC.

of these attitudinal indicators requires a sophisticated and robust survey such as a *Knowledge, Attitudes and Practices* or similar. While such indicators are a useful inclusion in a SRF there is rarely attention paid to the costs involved in such surveys which are significant, particularly when they may need to be repeated three times over the project's lifetime.

50. Section 3.1.1 (tables 5 and 6) provides a more detailed analysis of the indicators.

2.7 Key Findings of the MTR

51. The 2016 MTR took a very favourable (**Satisfactory**) view on the progress and performance of the project to that point in time. The likelihood of sustainable outcomes was **Moderately Likely**, the project was very **Relevant** and it was having a **Significant** impact. It noted a number of weaknesses in the project's SRF which are broadly echoed in the TE.

52. Importantly it noted that *"stakeholders have noted a growing improvement in interaction between the various ministries and Departments"*¹⁷ which is, arguably, the very essence of mainstreaming

53. The MTR made seventeen recommendations. These recommendations are provided in Annex 11 alongside the project's management response. Perhaps the most significant being that the project applied for a one-year no-cost extension.

Table 7 MTR Objective and Outcomes Ratings

Measure	MTR Rating	Achievement description
Project Strategy	5	
Progress Towards Results		
Objective 1 Rating	5	Satisfactory
Outcome 1 Rating	5	Satisfactory
Outcome 2 Rating	5	Satisfactory
Outcome 3 Rating	5	Satisfactory
Project Implementation and Adaptive Management	6	Highly Satisfactory
Sustainability (4-point scale)	3	Moderately Likely

Table 8 MTR Overall Project Ratings

Project Delivery	Rating
Monitoring and Evaluation (1-6 SCALE)	
M&E design at entry	4
M&E Plan Implementation	5
Overall quality of M&E	4
IA and EA Execution (1-6 SCALE)	
Quality of UNDP Implementation	6
Quality of Execution - Executing Agency	5
Overall quality of Implementation / Execution	6
Assessment of Outcomes, Effectiveness and Efficiency (1-6 Scale)	
Results from Outcomes at Mid-Term Review	6
Effectiveness	6
Efficiency	6
Sustainability (1-4 Scale)	
Financial resources	3

¹⁷ Mid-Term Review of Project entitled "Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan Project". December 2016. P. 18

Socio-political	4
Institutional framework and governance:	3
Environmental	4
Overall Assessment Ratings	
PROJECT DELIVERY RATING AT MID-TERM REVIEW	5 – Satisfactory
PROJECT SUSTAINABILITY RATING AT MID-TERM REVIEW	3 - Moderately Likely
PROJECT RELEVANCE (R- Relevant; NR = Not Relevant	R - Relevant
PROJECT IMPACT (1 = Negligible; 2 = minimal; 3 = significant)	3- Significant

3 Findings

3.1 Project Design / Formulation

54. The BITS project's Project Identification Form (PIF) was developed in 2011 which arguably puts it in the “*second generation*” of mainstreaming projects developed by the GEF¹⁸. There now exists a body of material relating to mainstreaming biodiversity. However, at the time of its development there was a limited availability of supporting material on “mainstreaming”. Indeed, some early projects were, arguably, conventual protected areas or single-issue projects with a mainstreaming label.
55. The shift to mainstreaming required projects to work across a multiplicity of partners and sectors and in areas where there is a multiplicity of authorities. Furthermore, while technologies often play an important role, mainstreaming is rarely a *technical challenge* because it requires a significant change in attitudes; individually, institutionally and corporately. It requires what might be termed: *soft power*, and unlike *technical fixes*, attitudinal or *adaptive changes* take longer to process.

Box 1 Technical Versus Adaptive Challenges

Box 1 Technical and adaptive challenges

Technical challenges:

- A technical challenge is a challenge that can be addressed with existing expertise, protocols, and operations.
- Implementing solutions to technical challenges often falls to someone with the authority to address them.
- Technical training (i.e. using a manual and new equipment) can resolve the problem.

Adaptive challenges:

- Encounter situations for which solutions lie outside the current way of operation, and possibly, thinking.
- Applying existing procedures and understanding does not provide the solution needed.
- Stakeholders must be involved in developing and implementing solutions.
- Solutions lie not in the application of expertise, but rather from a process of learning and adapting.
- Addressing adaptive challenges requires trying solutions that are new and maybe quite different.
- Inherent in addressing adaptive challenges are the need to become comfortable with not knowing what the next move might be, dealing with uncertainty.
- It is necessary to think (institutionally, individually, collectively...) what we should continue to do, what we should start to do and, critically, what we might need to stop doing...
- Addressing adaptive challenges may require the transfer of power (the ability to make decisions and to influence future events) from one party to another.
- Normally require expert thinking, which is the ability to solve non-rule-based problems.
- Adaptive challenges require time for adaptive solutions to have an effect and stakeholders cannot expect to react too quickly because of the discomfort that comes with not knowing.

Adapted from: Heifetz, Ronald A.; Leadership Without Easy Answers (Belknap/Harvard University Press, 1994)

¹⁸ The *first generation* of mainstreaming projects started around 2004.

56. Mainstreaming is now more clearly described as, *inter alia*:

*“Mainstreaming biodiversity was developed as a means of addressing the fact that biodiversity conservation goals are too often viewed as distinct from, and even in opposition to, the goals of development and economic growth. The higher priority put on development and economic prosperity means that investments in biodiversity conservation do not receive the political, social and financial support they need to succeed. Though mainstreaming has been referred to as “integrating” biodiversity into development, it is distinctly different in that it requires permanently modifying that into which it is integrated to ensure the persistence of biodiversity”.*¹⁹

57. Furthermore, it is now more widely recognised, from an analysis of the first generation of GEF mainstreaming projects starting from 2004, that a project approach to mainstreaming faces significant challenges:

*“The analysis of this [the first generation of mainstreaming projects] cohort supported the conclusion of the expert group that mainstreaming is a long-term process and will require longer-term investments over time. The geographic areas and scale must be proportional to the time and funding available”.*²⁰

58. The project’s design was a reasonable approach in as much as it set out the need to affect the wider institutional, policy and regulatory framework at the national level; Outcome 1. At the same time, it needed to step down to influence the planning process in selected geographical areas and this would need the right tools such as the Biodiversity Information and Monitoring System (BIMS) and the Strategic Environmental Assessment (SEA); Outcome 2. This would then need to be tested at specific sites; Outcome 3. Both Outcome 2 and 3 would require considerable capacity building and training because biodiversity, ecology and ecological resilience was for the most part outside of their normal experience.

59. While the three outcomes amounted to a fairly reasonable and logical design and project approach, the TE still concludes that there was a significant weakness in the project, one which it shared with a number of other mainstreaming projects designed around the same time and including the Land Degradation portfolio.

60. To understand this weakness in the design, it is necessary to consider the differences between technical and adaptive challenges (see Box 1). Implicit in the project’s design is the assumption that, given the tools and some training the different partners and stakeholders would recognise the logic of conserving biodiversity and protecting ecosystem goods and services. However, this is not the case, or at least it is unlikely to happen, within the short lifetime of a project if one is expecting changes to be so firmly embedded within the institutions, agencies and other *players* that they are not still vulnerable at the close of the project.

61. The key to a mainstreaming project’s success arguably lies in an understanding of the system at different scales and, affecting change in the way these are organised or managed; taking part of

¹⁹ Redford KH, Huntley BJ, Roe D, Hammond T, Zimsky M, Lovejoy TE, da Fonseca GAB, Rodriguez CM and Cowling RM (2015) *Mainstreaming Biodiversity: Conservation for the Twenty-First Century*. *Front. Ecol. Evol.* 3:137. doi: 10.3389/fevo.2015.00137

²⁰ Source: At the coalface: GEF’s biodiversity mainstreaming journey Mark Zimsky, GEF, Biodiversity Coordinator CBD COP-13, Cancun, Mexico

that system as the sum of all the state agencies, academic organisations, communities, NGOs, private sector and community players. These are effectively the only parts of the system where changes can be made by a project, the remainder of the system is largely beyond our control, be it climate change, regional security, global markets, etc. The component of the system in which change can be made might loosely be termed: *governance*.

62. *Governance* is the means for achieving direction, control, and coordination that determines the effectiveness of management²¹. In this case effective management can be taken to mean ensuring that the land uses, specifically tourism, in Jordan and particularly in the project areas, do not outstrip the system's ability to continue to provide ecosystem goods and services that benefit biodiversity and society/people. In other words, the interaction of people within the socio-ecosystem are organised in such a way that the system is resilient. Ecosystem "*resilience can be defined as the capacity of a system to undergo disturbance while maintaining both its existing functions and controls and its capacity for future change*"²².
63. Given that the project sites are subject to continuous change (in market forces, climate, and socio-political forces) and the drivers of change that can be affected by the project are in most instances the result of policies, regulations and practices of government agencies, communities and individual land owners; "*resilience is determined not only by a systems ability to buffer or absorb shocks, but also by its capacity for learning and self-organisation to adapt to change*"²³.
64. This presents the project with a significant challenge; to affect change in organisations and agencies over which it has very little control and whom may have widely differing agendas and means of measuring success. Furthermore, it must do this through a consensual process. It is this vital component of the process of mainstreaming that is often overlooked in the design. As a result, it falls on the PCU, and in particular, the Project Manager, to take on this daunting role; to exercise the "*soft power*"²⁴ of the project. Rarely does the project's design provide the PCU with specific tools and resources to exercise this *soft power*. Consequently, it is left up to the PCU to shepherd this multiplicity of partners and stakeholders, all of them with quite legitimate but often widely differing agendas and goals towards a collectively agreed common vision of the future that includes the resilience of the socio-ecosystem to continue to provide an uninterrupted supply of ecosystem goods and services including biodiversity. A task often best described as trying to "*herd cats*".²⁵ Under this analysis, a project extension was inevitable.
65. In this instance the PCU has done remarkably well. It has invested the time and resources in building these coalitions, developing the, very often personal, trust and relationships and coping

²¹ Eagles, Paul F J, 2008, Governance models for parks, recreation, and tourism. In: Transforming Parks and Protected area: policy and governance in a changing world. Eds. Kevin S. Hanna, Douglas A. Clark, and D. Scott Slocombe.

²² Gunderson, L.H. (2000). Ecological resilience – in theory and application. Annual Review of Ecology and Systematics 31, 425-439.

²³ Gunderson, L.H. and Holling, C.S. Eds. (2002). Panarchy: Understanding transformations in human and natural systems. Washington, DC. Island Press.

²⁴ "*Soft power*" is the ability to attract and co-opt rather than to coerce. Essentially, it is the "*art of persuasion*". It is used in this context to describe the *process* and the TE argues that soft power depends on an openness and honesty with stakeholders as well as a discipline to avoid *expedience* in implementing a project. Given the drive to ensure that a project's SRF is SMART and objective, *smart power* is extremely difficult to measure *a priori*.

²⁵ This is supported by the Midterm Review (MTR) of another mainstreaming project: "Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors along the Rift Valley / Red Sea Flyway", UNDP PIMS 1878, Mid Term Review. Final Draft 16/10/2014 which encountered similar challenges and addressed these through the strength of a highly effective and adaptable PCU <https://erc.undp.org/evaluation/evaluations/detail/7110>

with the, sometimes arbitrary changes in personal which might make the PCU feel that they are playing a game of *snakes and ladders* where a change in personal can set them back many steps and they have to start over again.

66. For the avoidance of doubt, the PCU has been backed up by the experience of the UNDP Country Office in articulating soft power and the project Partners have also shown considerable commitment and skill in navigating this process, the MOTA's Tourism Green Unit (TGU) being an excellent example of this. It has been a collaborative effort. However, the efforts of the PCU to get to a point where the project begins to gather momentum is truly remarkable and the responsibility falls squarely on the shoulders of the Project Manager.
67. Perhaps the measure of this human effort is seen in the number of trainings and workshops which took place. Not just the number, but the thoughtful drafting of terms of reference (TOR), the careful selection of expertise, the quality assurance of the PCU and UNDP CO. While this was a "workshop-heavy" project, it is clear from interviews with the participants that the training and workshops have had a tangible impact and the LUPs and other outputs are of a high quality. Sadly, this is not always the case.
68. The TE raises these issues in the design because they do affect the outcome of the project. In fact, they have affected a number of similar mainstreaming projects designed around this time²⁶. A more structured and explicit approach to addressing an adaptive challenge in the Project Document would have saved time and resources, including human effort, which should not be underestimated as resource critical to the success of this project.
69. Furthermore, it is important to consider that many "things" could have gone wrong, all of which could easily have derailed the project. To be clear, things did go wrong, but they were very capably addressed by the PCU, UNDP and the project's partners. However, a project stretched as much as this project was; would be extremely vulnerable to myriad events beyond its control. In the event the project has navigated through these and come to a successful conclusion. Without the efforts and quick-witted adaptive management of the PCU this might easily have not been the case. As already stated, without some sort of tool to address an *adaptive change*; an extension of one year was inevitable.

3.1.1 Analysis of the Strategic Results Framework

70. In summary, the project's design, as described in the Project Document and through the SRF is relatively conventional, or *safe*, in its approach in as much as; Outcome 1 address the broader enabling environment to ensure that biodiversity is factored in to the tourism planning *process* from the very outset or conception of a development project (or is retro-fitted to existing developments). It seeks to incorporate biodiversity concerns and priorities into the policy and regulatory framework on the basis that rational and informed decisions can then be made *viz a viz* conflicting development and biodiversity imperatives. At the very least biodiversity and other ecosystem goods and services as well as ecosystem resilience is not harmed by default²⁷.
71. Outcome 2 and 3 are very similar in that they seek to incorporate biodiversity into the tourism planning *practice*, albeit outcome 2 at the national level, and outcome 3 at specific and carefully

²⁶ For instance, *inter alia*, the "Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors along the Rift Valley / Red Sea Flyway", and the "Strengthening Multi-Sectoral Management of Critical Landscapes in Samoa".

²⁷ Failure to do something required by duty or law and / or a selection made usually automatically or without active consideration due to lack of a viable alternative.

selected sites (Dibeen PA, Wadi Rum PA and Petra). In order to achieve this, it was necessary to build capacities through training and awareness-raising prior to actually developing specific Land Use Plans (LUPs) for the development authorities, the municipalities and MOMA, and the MOTA and to provide them with a number of tools to allow this, such as the BIMS and the SEA.

72. Notwithstanding the weakness in not providing a tool or framework to navigate the adaptive changes necessary to bring about mainstreaming, the project's strategy was of reasonable quality.
73. Similarly, the project's SRF was, in comparison to many others, providing a logical hierarchy showing the objective, outcomes and outputs.
74. The selection of indicators, and some instances the wording of those indicators or their duplication, was less satisfactory and the PCU and partners (and the TE) have struggled with understanding their relevance and utility in monitoring the progress and performance. In some instances, notably indicator 11 which related to biological indicators, it is questionable whether they had any utility whatsoever.
75. Table 9 provides an assessment of the quality of indicators as measured against the SMART criteria²⁸.

Table 9 SMART Analysis of Project Indicators

Indicator	End-of-Project Target	TE SMART Analysis				
		S	M	A	R	T
Objective Indicators						
1. Consideration of biodiversity in plans and policies for tourism development by government, planning authorities and the private sector	At least 80% of known and available plans and policies for tourism development incorporate biodiversity priorities	✓	✓	✓	✓	✓
2. Percentage allocation for biodiversity conservation in tourism development proposals	100% of proposals for tourism development consider biodiversity conservation seriously	✓	✓	✓	✓	✓
3. Hectares of landscape where impacts on biodiversity are avoided, mitigated or offset	Some 180,000 hectares covered by biodiversity-friendly land-use plans effectively preventing impact on biodiversity	✓	✓	✓	✓	✓
4. Total annual revenue earned from tourism operations in targeted Pas	An increase of 50% or more to the following levels: Dibbin Forest Reserve - US\$64,500: Wadi Rum PA - US\$ 1,464,700: Shoubak Proposed PA - at least 50% of its operating costs at least in the beginning	✗	✓	✗	✗	✓
Outcome 1 Indicators						
5. The place of biodiversity in the legal and procedural framework for tourism planning, development and operations	An obvious and meaningful biodiversity element/s in the legal and procedural framework for tourism planning, development and operations	✓	✗	✓	✓	✗
6. Application of the new Biodiversity-friendly guidelines for the EIA Process	All new developments / hotels / roads/ etc. apply new Biodiversity-friendly guidelines for the EIA Process	✓	✓	✓	✓	✓
7. Percentage of tourism establishments in project localities that are biodiversity-friendly according to the MoTA Certification Scheme	At least 50%	✓	✓	✓	✓	✓
Outcome 2 Indicators						
8. Extent of land area for which integrated land-use plans that deliver biodiversity	180,000 hectares covered by integrated land-use plans	✓	✓	✓	✓	✓

²⁸ SMART: Specific, Measurable, Achievable, Relevant and Time-Bound.

benefits outside PAs are developed and under implementation						
9. Capacity development indicator score for mainstreaming biodiversity in Jordan	Overall score: > 60% (over baseline score of 43%)	✓	✓	✓	✓	✓
10. Increase in land area where threats to ecologically sensitive areas from tourism activities are controlled	Jerash Governorate: Aleppo Pine (Pinus halepensis) Forests 6,200 ha Petra Region: Hisheh Forest (Quercus coccifera) 300 ha Wadi Rum Landscape: Sand Dune vegetation (Haloxylon persicum) type – 8,900 ha	✓	✓	✓	✓	✓
11. Populations of the following indicator species across the landscape (inside and outside PAs) remain stable: Jerash Governorate: Lacerta media; Petra: Vulpes cana; Wadi Rum: Caracal	No decrease over baseline values	✓	✗	✗	✗	✗
12. Level of credibility of licensing and permitting authorities who sanction and regulate tourism developments	Enhanced credibility of licensing and permitting authorities as a result of an improved basis for decision-making arising from sound data and information and effective monitoring system	✓	✗	✓	✓	✓
Outcome 3 Indicators						
13. METT scores in each of Dibbin, Shoubak and Wadi Rum PAs	Improvements expected in effectiveness in revenue generation, tourism planning and management and community relations, leading to an improvement in METT scores of around 8-10%.	✓	✓	✓	✓	✓
14. Financial security and sustainability of PAs	Increase the level of financial resources that are generated on site (and not reliant on government budget or development aid) to 50%	✓	✗	✗	✗	✗
SMART: Specific, Measurable, Achievable, Relevant, Time-Bound Green: SMART criteria complaint; Yellow: questionably compliant with SMART criteria; Red: not compliant with SMART criteria						

76. Based on the experience of the Evaluator, the indicators listed in the projects SRF are of a reasonable quality but questionable utility in terms of monitoring, evaluation and adaptive management. There is, arguably, some repetition with indicators and outcomes 2 and 3 are essentially one outcome. If outcome 1 reflects the *process* of mainstreaming then outcomes 2 and 3 are reflecting the *practices* at the site level.

Table 10 Indicator and Target Analysis

Indicator	TE Comment	Target	TE Comment
4: Total annual revenue earned from tourism operations in targeted Pas	Arbitrary figures and no evidence to show the market would support these increases. While it might be a measure of tourism activity it is not clear how this links to mainstreaming biodiversity	An increase of 50% or more to the following levels: Dibbin Forest Reserve - US\$64,500: Wadi Rum PA - US\$ 1,464,700: Shoubak Proposed PA - at least 50% of its operating costs at least in the beginning	An arbitrary increase of 50% which does not seem to be based upon any analysis of either the market nor the estimated carrying capacity of the PA
5: The place of biodiversity in the legal and procedural framework for tourism planning, development and operations	"The place of..." is ambiguous. While it is clear to everyone what is meant, in a less-well managed project it would be open to various interpretations	An obvious and meaningful biodiversity element/s in the legal and procedural framework for tourism planning, development and operations	"An obvious and meaningful..." as with the indicator it is ambiguous. What may be "obvious" and / or "meaningful" to some parties might not be necessarily obvious to others. It is questionable whether this indicator, regardless of the

			ambiguous wording, would be achievable within the short space of a project, given the dynamic nature of the sector, externalities that frame the sector and the need to build a broad coalition of champions and support.
11: Populations of the following indicator species across the landscape (inside and outside PAs) remain stable: Jerash Governorate: Lacerta media; Petra: Vulpes cana; Wadi Rum: Caracal	<p>The target species were changed during the MTR. The TE supports this move as a reasonable and adaptive move but would have gone further and removed this indicator on the following grounds:</p> <ul style="list-style-type: none"> • Ecological processes move at a completely different timescale to project processes. Even if any change in target populations was detectable it would be spurious and misleading to attribute any such change or correlation to the project's intervention. • Without specifying the means of measurement (e.g. survey, census, total counts, etc.), confidence limits, etc., and without a longstanding history of survey; any figures arrived at would lack sufficient credibility to act as an indicator or achievement. • Surveying small populations in such environments is likely to have considerable wide confidence limits making the results unusable. • To use data from surveys there would need to be considerable and detailed life histories, understanding of target species ecology, an understanding of causes of mortality, recruitment, etc. there is no evidence to suggest that this was available. • The life cycles of some of these species are unlikely to fit conveniently within a project's cycle. • Monitoring is often described as "quick and dirty science"²⁹. However, attempting to change the enabling environment and expecting to realise instant results in bio-physical systems is quite unreasonable. 		
12: Level of credibility of licensing and permitting authorities who sanction and regulate tourism developments	It is not immediately clear how the "level of credibility" could be measured.	Enhanced credibility of licensing and permitting authorities as a result of an improved basis for decision-making arising from sound data and information and effective monitoring system	Similarly, "enhanced credibility" would be very difficult to measure. A Knowledge, Attitude and Practices (KAP) survey repeated at start, mid-term and the end of the project might have been a reasonable measure, or compliance or infractions prosecuted, but "the level" is open to interpretation. It should be added that KAP surveys are expensive.
14: Financial security and sustainability of PAs	The utility of this indicator is questionable when combined with the target. The Project Document does not provide the framework for a discussion on the strengths and weaknesses of expecting protected areas to be self-financing. Neither is there the in-depth study to support the likelihood of some of the protected areas (especially Dibein PA) to follow a model of self-financing.	Increase the level of financial resources that are generated on site (and not reliant on government budget or development aid) to 50%	Some protected areas are capable of generating considerable finances, indeed they may even be profitable. However, as a model that fits all protected areas this is extremely risky. The majority of protected areas are a <i>public good</i> and the role of government is to support them because they provide a flow of ecosystem goods and services which underpins social and economic development. Jordan is blessed with a number of protected areas that do have the ability to generate sufficient revenue over and beyond their running and development costs. However, the majority of protected areas are unlikely to ever achieve this and the

²⁹ Monitoring for Conservation and Ecology, Eds. Goldsmith, B., Chapman and Hall, 1992

			purpose of mainstreaming is to demonstrate that they are a <i>public good</i> and the pecuniary benefits will be realised across a much broader cross sector of society and economy.
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77. Lastly there are two points worth making regarding the SRF and indicators. Critically, it is worth noting that the SRF serves two functions in a project. The first function is monitoring and evaluation for adaptive management. Arguably this is the most important function in terms of achieving the results:

- The performance of the Project – is it doing what it said it would do?
- The effectiveness of the interventions – having done what it set out to do, is it working?
- The impact of the Project – what are the outcomes now, and in the future, of the Project's intervention.

78. The second function of the SRF is essentially *contractual* ensuring that the project delivers the outputs that the project is paying for. This second function can often override the adaptive management function to a larger extent. The result of this is a tendency to develop highly objective indicators when the critical changes taking place within the stakeholders, the *adaptive changes*, are more subjective, and need to be measured more subjectively.

79. Without indicators that measure the *quality* of change in attitudes and perceptions many of the project's successes can go largely unnoticed by the SRF.

3.1.2 Assumptions and Risks

Table 11 Risk Assessment

Risk	Impact	Likelihood	Mitigation (Project Document	End of Project Perspective
That political support for the adoption and implementation of environmental regulations and guidelines for tourism development, will waiver, and changes to legal provisions and procedures may take long to adopt thus reducing the effectiveness of the project upstream tools	Medium to low	Low	Jordan has set ambitious tourism growth targets which can only be met if the tourism sector remains competitive, which in turn requires greater sustainability. This is also applicable for the tourism development regions/zones. The project will mitigate the risk of insufficient political support through the promotion of a policy dialogue which will allow all concerned partners, including policy makers, community-members, and the private sector to capture in a technical and hands-on approach the benefits of balanced economic development and biodiversity conservation. The best defence against this risk is to bring on board the tourism industry and the project will do this through endless opportunities for participation.	The initial risk analysis was reasonable. The inclusion (in the design) of marketing technical assistance to differentiate the Jordan tourism experience and align Jordan more closely with the sustainable tourism sector, particularly through the Jordan Tourism Board might have strengthened this. However, the changes appear to be firmly embedded within the different partners.
That the political context in Jordan will be indecisive and unable to confirm, endorse, adopt or otherwise accept project products such as new legal processes and requirements, the declaration of Shoubak as a PA, etc	High to Medium	Medium	The political situation in Jordan is fluid with frequent changes of government and changing parliament composition. There is a risk that amendments to laws & bylaws as proposed by the project will not be passed by parliament, given that this will not be a priority for the state. The adoption of policy and the passing of laws is a government responsibility and the project will lobby at the right places and facilitate decisions by government and parliament. However, an even stronger mitigation mechanism is the emphasis that the project is giving to working directly with local authorities, the private sector, NGOs and communities. Even without formal government decisions, project products can even be applied on a voluntary basis if necessary, and this will depend to a great extent on the rapport and buy-in that the project will strive to achieve from its implementation partners and other stakeholders. The declaration of the Shoubak Protected Area is not seen as an output of the project, but a Government responsibility. No investment will be made in the Shoubak area until the protected area has been established. Should the PA not be established by the end of year 1, the project component dealing with Shoubak will be discontinued and the resources allocated to other project activities.	<p>This was a significant risk and one which at times impacted the progress of the project, perhaps not catastrophically, but certainly it slowed progress and consumed human resources and energy. Changes in the decision-making hierarchy has cost the PCU time and considerable effort. The inclusion of a “tool” or framework for addressing an adaptive challenge would have reduced this risk and improved overall efficiency in reaching the project’s objective.</p> <p>The removal of Shoubak PA from the project’s sphere was largely beyond the control of the PCU.</p>

That political unrest in the region will negatively affect tourism development in Jordan	Medium	High	Jordan has embarked on a tourism strategy building upon its national heritage and diversity and disconnecting its tourist packages from the regional tourism market. Moreover, the stable political situation in Jordan will allow mobilization of regional tourists (a growing segment of the market) who would have otherwise visited other countries in the region. As an example, in 2011, and despite regional unrest, Petra has still emerged as one of the top 25 worldwide destinations, with its designation as a UNESCO World Heritage Site and one of the New Seven Wonders of the World. In effect, this is a threat to the industry, but not to the project.	Regional instability has affected tourism in Jordan, as it has within the region. However, it is not immediately clear whether this has had an impact, positively or negatively, on the project. Arguably the slowdown in tourism development has allowed partners to focus on the project outcomes, something that might not have been possible if tourism was “overheating”. It is quite possible that the “impact” mentioned by stakeholders on the project is artificial and largely due to the use of several indicators, notably indicators 4 and 14, which are not specific or relevant to mainstreaming biodiversity <i>per se</i> . During the project’s lifetime Jordan has marketed itself as one of the safest countries in the middle east, and the country has also changed its market strategy from Mass tourism to Niche destination, the new strategy has mentioned clearly within the new National Tourism Strategy (NTS)
That the private sector may not be willing to invest in biodiversity-friendly tourism services and products	High to Medium	Low	Project design guards against this risk through the mixture of mandatory measures, attractive incentives, participatory approach, etc. Should the risk materialize, the project will need to assist the tourism private sector, in collaboration with the Jordan Tourism Board, to upscale the marketing of Jordanian biodiversity and ecosystems as a unique attraction.	In the event the MOTA has provided a sound regulatory framework with sufficient carrots (e.g. access to bank credit associated with certification) and sticks (star ratings, etc...)
That long-term changes in climate will exacerbate or present additional and unforeseen challenges for biodiversity conservation in Jordan as a whole	Low	Low	This is not a risk to project implementation, although it could be a risk to the sustainability of project benefits. The objective of the project is to support biodiversity conservation efforts and alleviate current and future threats and pressure, including those presented by climate change. There is already evidence of the negative impact of sustained drought in Jordan on biodiversity, and this project will directly contribute to alleviate climate change impact, as the activities under the project are climate resilient and the project complements related initiatives addressing climate change impacts.	<p>The TE suggests that the risk assessment was well below what the reality is. Climate change risks are highly likely and will have a high and detrimental impact on biodiversity and in all probability tourism as well. However, without the project intervention it could be argued that this was not a risk but a certainty.</p> <p>GEF projects, by their very nature, are high risk and subject to considerable uncertainty as they seek to address problems in complex systems. If GEF funding avoids certain risks unrelated to project implementation, political, social and economic drivers then it would likely need to abandon its mandate.</p>

The MoTA is highly committed to the reduction of the impact of tourism on biodiversity, however, policy changes brought about by changes in government, could affect this commitment	Low	Low	As noted above, by working in a positive climate with the industry, the project and its benefits could ride out this weaker commitment until the project results will become proof of the benefits to Jordan of reducing the impact of tourism on biodiversity.	This was, in the event, a reasonable assessment. Much will hinge on the political will to avoid or resist biodiversity-damaging investment opportunities in the name of economic development when the sector begins to grow again. What is clear is that the MOTA has in place a sound regulatory basis to address this challenge and the SEA and BIMS provide transparent data on which to base or even fight any such detrimental decisions, should the situation arise.
Social acceptability in Jordan and in the tourist market for biodiversity as an added attraction for visitors, may turn out to be weaker than expected	Low	Low	The project will strive to bring biodiversity as a product to the forefront of tourism planning and investment in Jordan. However, as noted above, the project design may need re-focussing in response to such a lukewarm reaction so as to assist the Jordan Tourism Board in its marketing efforts.	There is still a mismatch between the project outcomes (including the MOTA regulatory framework) and the National Tourism Strategy. The former provides considerable safeguards (EIA, certification, LUPs, SEA, etc..) whereas the latter is more heavily leaning towards increasing volumes of visitors rather than remaining within environmentally sustainable limits. However, going forwards it is still reasonable to assess this as Low.
Project Management Risks - in a project of this nature, with activities at four different localities spread throughout the country, there is always a risk of complications	Low	Low	The recruitment of a committed and competent Project Coordinator is crucial. In addition, the project will continue to nurture its understandings and relationships with its implementing and co-financing partners, building on the excellent rapport that has been established during the PPG Phase	In a project such as this the risk assessment might have been slightly optimistic. A less capable PCU could easily have sunk this project. However, in the event, it has been the PCU that has really “carried the day” and assisted the project’s partners to go further than they might otherwise have done so. The continued commitment of the PCU in ensuring that the project’s achievements are safely homed post project and the ownership demonstrated by the partners augurs well for the sustainability of the outcomes

80. The risks were reassessed during the inception phase and reported on in the Inception Report. The PIRs show evidence that the risks were being monitored. In many ways there was little that the PCU could do to alleviate the risks when they appeared to be materialising other than to double down and do more of what they were very good at; persuasion, negotiation, compromise and adaptation. It is important not to underplay the skills of the PCU and the efforts that have gone into building this coalition of partners and stakeholders. No assumptions were specifically associated with the individual risks identified.

81. The Project Document stated that its strategy was based upon the assumption that mainstreaming will lead to a long-term solution to the [negative] impact of tourism on biodiversity in Jordan.
82. Further, it stated that for this to happen, mainstreaming required the following “ingredients”:
- Effective policy and procedural framework
 - Capacity to implement and manage the process
 - Awareness, sensitivity and understanding.
83. In addition to this a *“stronger, more effectively managed and financially sustainable protected areas will be in a better position to deter/overcome any impacts of tourism on biodiversity which may arise. Furthermore, it can be assumed that increased tourism, if properly managed, can contribute to the sustainable financing of PAs”*.
84. These were reasonable statements with one caveat. Jordan has a specific model for managing protected areas through RSCN. While the assumption doesn’t explicitly state that they should be self-financing it is highly unlikely that the system *per se* will ever be self-financed. While individual protected areas can generate considerable profits, the majority of the system will always be dependent upon state or external financial support. The purpose of mainstreaming is arguably to make the case for this support on the understanding that they are not unproductive areas but represent the trade-off between un-checked development and the ecological resilience necessary to provide an uninterrupted flow of ecosystem goods and benefits which underpins the very social and economic development itself that might threaten to destroy them.
85. The SRF had assumptions and risks associated with the objective and each outcome:

Objective risk and assumption

Assumptions: Awareness and sensitivity to the values of biodiversity to the tourism industry in Jordan, and the potential impact of tourism on biodiversity, are key ingredients of “mainstreaming”. When awareness and sensitivity reach an effective critical level among government officials, tourism operators and others in the private sector, the reduction of impact on biodiversity will be evident.

Risks: The risk is that the project timescale is too short for mainstreaming to occur and the project will mitigate against this by putting in place a robust sustainability strategy for its products, services and benefits.

The selected Indicators will serve to confirm whether a good enough foundation has been laid.

86. This was a reasonable assumption to make. However, the weaknesses in the SRF meant that; the indicators would not provide a measure of “awareness” and “sensitivity” and therefore they would not *“serve to confirm whether a good enough foundation has been laid”*, and, the project had nothing to measure this with. This was left up to the mid-term Reviewer and the terminal Evaluator to determine, largely through judgement and feedback from the partners. That said, the project has focused very hard on ensuring that the achievements are embedded in the partner institutions and that there is both institutional and external financial and material support to continue this process.

Outcome 1 risk and assumption

Assumptions: The Outcome seeks results - “avoidance, reduction, mitigation and offsetting” and it is assumed that a regulatory and enforcement framework will achieve this.

Risks: The risk that the framework may not lead to the desired results is low and the likelihood is reduced further through the economic incentives and disincentives that will be developed by the project and the fact that the framework will be developed with the full participation of the private sector.

87. To be honest, this appears to be someone filling a column in the SRF and is really stating the obvious. As such it is neither an assumption nor a risk, but perhaps something needed to be written in that space.

Outcome 2 risk and assumption

Assumptions: The Outcome assumes that “management of the impacts of tourism” can be obtained through stronger capacities for planning, monitoring and enforcement.

Risks: If capacity development by the project is well-targeted and effective there is no risk that this will not be the case.

In focussing on particular ecosystem types and particular species, care will be taken to attribute any changes to the correct influences.

88. As above, with the added statement that the indicators tracking financial aspects were largely irrelevant and indicator 11, a biological indicator, was never going to be sensitive enough within a project’s lifetime and impossible to correlate any changes with project interventions.

Outcome 3 risk and assumption

Assumptions: The Outcome assumes that improved revenue generation, better tourism planning and management, and better community relations, equate to an improvement in management effectiveness at each of Dibein, Shoubak and Wadi Rum PAs

Risks: If the planned outputs are indeed obtained through the project there is very little or no risk that the outcome will not be achieved.

89. As a number of stakeholders and partners have pointed out; a reduction in PA revenues was more likely a reasonable indication of regional insecurity rather than any measure of management effectiveness or mainstreaming.
90. In summary, the assumptions and risks used in the SRF had little bearing on the project’s performance, progress and impact. The PCU was abundantly aware of these shortcomings and arguably they should have revised these assumptions and risks. However, the TE has some sympathy with the fact that they had many other “things” to deal with and there were no real problems with the project’s risk management, indeed it was very good despite the weaknesses in the monitoring and evaluation plan at the start of the project.

3.1.3 Lessons from Other Relevant Projects Incorporated into Project Design

91. It is hard to see what lessons from other projects, other than generic lessons related to project management and implementation could be applied during the design phase of the BITS project. The MTR appears to reflect this conclusion as well. There was little by way of experience available at the time that would have any utility to the core mainstreaming purpose of the BITS project.
92. The systematic analysis³⁰ of the first generation of GEF mainstreaming projects was not available at the time and the “Mainstreaming Conservation of Migratory Soaring Birds into Key Productive

³⁰ 2015: Redford KH, Huntley BJ, Roe D, Hammond T, Zimsky M, Lovejoy TE, da Fonseca GAB, Rodriguez CM and Cowling RM

Sectors along the Rift Valley / Red Sea Flyway”, UNDP PIMS 1878, would not have its MTR until October 2014, and the “Mainstreaming Marine Biodiversity Conservation into Coastal Zone Management” Project, UNDP PIMS: 4002³¹ had its TE in July 2015; too late even for the BITS inception phase.

93. The key lessons from these were:

- Mainstreaming is not easy.
- Mainstreaming is a long-term process and will require longer-term investments over time.
- The geographic areas and scale must be proportional to the time and funding available.
- Though mainstreaming has been referred to as “integrating” biodiversity into development, it is distinctly different in that it requires permanently modifying that into which it is integrated to ensure the persistence of biodiversity.
- Mainstreaming projects are complex, unwieldy and highly strategic.
- The role of the PCU or project management unit and its use of “soft power” to persuade stakeholders and build trust and coalitions between institutions, organisations and individuals is highly dependent upon a project management that is articulate, honest in its dealings with stakeholders and dynamic.
- Ownership is another important factor that has positively affected the project implementation. Fostering this perception of ownership has been a key skill of the PCU.
- Building these linkages takes time and requires a set of tools and capacities which are not ordinarily available to projects and rarely are they reflected in the project’s design.
- Project SRFs tend to capture the *products* of project implementation but lack a utility to reflect the success or failure of the *process* of mainstreaming.

94. The terminology and phrasing that inevitably accompanies “paradigm shifts” and subsequently litters Project Documents is important; because without the appropriate provision of sufficient material, financial and human resources, *and*, a change in time horizons, these phrases and terminology are meaningless in view of achieving the outcomes and objectives while raising expectations well above what is humanly possible to achieve.

3.1.4 Planned Stakeholder Participation

95. The MTR states that:

“The Project Stakeholder Analysis in the original Project Document lists the important stakeholders along with the expected type of partnership they would share with the Project. This includes the Ministry of Environment. It seems that there was almost no involvement of the Ministry of Environment in the project formulation and design, which is surprising in view of MoEnv’s role and focal nature in relation to biodiversity. However, this has since been rectified by the Project Coordinator and the Project Management Committee and MoEnv does now play a full and active role in project activities and delivery. Otherwise, the Stakeholder listing and the clear description of stakeholder roles and participation appears to be adequate for the Project Document. The Project Document notes that the draft Stakeholder Plan would be reviewed and strengthened by the project team and, based on this review, MoEnv was then added to the Project Coordination Group”

(2015) Mainstreaming Biodiversity: Conservation for the Twenty-First Century. Front. Ecol. Evol. 3:137. doi: 10.3389/fevo.2015.00137, **2016:** At the coalface: GEF’s biodiversity mainstreaming journey Mark Zimsky, GEF, Biodiversity Coordinator CBD COP-13, Cancun, Mexico

³¹ **October 2014:** “Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors along the Rift Valley / Red Sea Flyway”, UNDP PIMS 1878, Mid Term Review. Final Draft 16/10/2014; **July 2015:** Mainstreaming Marine Biodiversity Conservation into Coastal Zone Management Project Terminal Evaluation, UNDP PIMS: 4002

96. The TE broadly agrees with this analysis and notes that the benefits of this adaptive measure continued to the end of the project. The TE also notes that, given the pivotal role of the MoEnv, all the other project partners were site based or single-sector focused whereas the MoEnv cover the “interstitial” biodiversity within the country; this was something of an oversight. While it is clear that the project has, to a large extent, rectified this it is worth noting that this would require shaving bits off other budgets because there was no specific budget provision for the MoEnv participation. That the MoEnv has participated on a meaningful level is another measure of the PCU’s organisational dexterity and adaptiveness. Table 5, section 2.4 provides a description of the main stakeholders.

3.1.5 Replication Approach

97. It is hard to see how replication can take place within a mainstreaming project, unless it is intended to replicate project activities into other sectors. In a sense, mainstreaming *per se* should be replicated because it creates an enabling environment supportive of biodiversity conservation, ecosystem resilience and all of those other good things.
98. The Project Document states that:

“Replication will be achieved through the direct replication of selected project elements and practices and methods, as well as the scaling up of experiences. Each project output will include the documentation of lessons learnt from implementation of activities under the output, and a collation of the tools and templates (and any other materials) developed during implementation. The Project Coordinator will ensure the collation of all the project experiences and information. This knowledge will then be made accessible to different stakeholder groups to be emulated beyond the project “boundaries”, replicated, and lead to better support for decision-making processes in biodiversity-important areas”.

99. While all of this sounds very worthy, it also sounds very much like wise words to fill a mandatory section of a GEF Project Document. Quite how this would take place at such an early stage in the process of mainstreaming, within the timeframe of the project and without a specific (and considerable) budget allocation is not immediately clear.
100. For the avoidance of doubt, replication is taking place and is very impressive, but it would be hard to attribute it to the section provided in the Project Document. Rather it is taking place because of the willingness of the project partners to stay the course, the hard work and quick-thinking of the PCU and UNDP CO to seize opportunities as and when they arise and, in the case of the UNDP CO; to commit additional resources to this. Examples of this would be the MOTA TGU and most importantly, the support that is being developed between the UNDP and MOMA to roll this process out to land use planning at a national level or to hand project successes across to other UNDP-GEF projects, such as the *Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors along the Rift Valley / Red Sea Flyway*³² that still have time to run³³.

³² The MTR states that: “Unfortunately, there is no record on the GEF website of any evaluation so it is not possible to see how effective this project was or how it could then link in with some of the obvious complementary activities of the current biodiversity mainstreaming project”. It makes a similar statement about the “Mainstreaming Marine Biodiversity Conservation into Coastal Zone Management in Aqaba Special Economic Zone (ASEZ) project”. In fact, a MTR and a TE were carried out for both project and if not available on the GEF website they had certainly been submitted and would have been readily available from the UNDP CO. Therefore, it seems strange that this statement is a) made and b) was not corrected in any review of the MTR of the BITS project.

³³ This is also a measure of the maturity of the BITS and the MSB project and coordination by the UNDP CO in as much as they are confident enough to adopt another project’s success into their work planning.

101. Replication, in the sense that there would be spill over into other sectors such as extractive industries or agriculture would not have been possible within the lifetime and resources available to this project.

3.1.6 UNDP Comparative Advantage

102. The TE has repeatedly noted that the UNDP CO in Amman has played an important role in the success of the BITS project. The UNDP CO in Amman has considerable experience in implementing projects, including mainstreaming projects, and working with the project partners.
103. Structurally, the PCU is placed within the UNDP CO:

A Project Coordination Unit (PCU) will be set up to provide the day-to-day coordination and administration of the project. It will comprise the National Project Coordinator (NPC) and the Project Administration and Finance Assistant (PAFA), both of whom will be located within UNDP, close to the relevant Programme staff responsible for the project and at a location which will be, and will be seen to be, neutral³⁴.

104. This was an important decision considering that there were a multiplicity of project partners and one which allowed the PCU to provide an impartial leadership for the project. It is not unreasonable to assume that this would not have been the case if the PCU had been housed in one of the partner organisations where natural inter-sectoral rivalries and competition may well have interfered with the smooth running of the project.
105. Further to this, it is hard to determine what was an *institutional* comparative advantage and what was a *specific Amman CO* advantage. The CO has provided considerable *soft power* to the project, it has allowed the PCU considerable independence and leeway to make decisions which is a critical prerequisite for adaptive management.
106. The BITS project was always going to be a risky venture, considering that it was spread across seven (eight including the MoEnv) different partners (governmental, quasi-governmental and non-governmental). It was a national implementation modality (NIM) suggesting a high degree of national ownership. However, the “*day-to-day coordination*” was provided by the PCU and essential to steering the different interests of the partners. Section 3.1.3 has already alluded to the language used in project documents *per se*, however, it does not do justice to the sheer complexity and workload in steering such a complex and potentially unwieldy project.
107. The UNDP has provided this role and has integrated the lessons from the MSB and the ASEZA Coastal Zone Management projects, provided significant leadership and support while engendering a strong feeling of national, and even individual institutional, ownership of the project process, outputs and outcomes while exercising its “soft power”.
108. UNDP is trusted in Jordan for its impartiality, flexibility, responsiveness, local presence and strong delivery channels especially in areas of capacity building and technical expertise³⁵. UNDP is also recognized as having significant comparative advantage in the national context thanks to its thought leadership on developmental issues, especially in relation to providing an institutional capacity for the implementation of the 2030 Agenda³⁶.

3.1.7 Linkages Between Projects and Other Interventions Within the Sector

109. It is important to realise that projects are, in reality, very insular. The pressure on the Implementing Agency and the project’s management to perform and deliver is intense, not just upon the project management, but due to the competition between donor agencies and recipient institutions for this material and financial support. Furthermore, a good project linking with a poorly performing project carries considerable risks. A mainstreaming project does not have the

³⁴ Project Document, section 5.1. p. 65

³⁵ ADR, April 2017; UNDP partnership survey 2017 (83 per cent of respondents).

³⁶ UNDP partnership survey 2017 (71 per cent of respondents in Jordan).

“luxury” of remaining isolated from other projects and initiatives within its target sector and indeed; within other sectors, in many instances it *has* to get involved; and very often this is not compartmentalised into discrete *projects* or *interventions* it is cross-cutting.

110. The BITS project has initiated a national mainstreaming discussion, developing the tools and mechanisms for mainstreaming biodiversity within tourism sector, identifying and engaging stakeholder’s who might support the project outcomes, identifying enabling factors for mainstreaming, identifying approaches that achieve dual biodiversity conservation and development outcomes, and initiating communication channels and strategies in order to mainstream biodiversity across the sector.
111. However, the projects listed in the Project Document had almost come to an end or were ending around the time that the BITS project was starting up. This is not unusual with these complex projects because of the time interval between the drafting of the Project Document and the start-up of the project. Perhaps the most relevant project was the “*Mainstreaming Conservation of Migratory Soaring Birds into Key Productive Sectors along the Rift Valley / Red Sea Flyway*” which was coming to the end of its first phase in 2014. RSCN, the Jordanian Partner in the MSB project, was developing a Multi-Sector Land Use Planning covering all five major policy sectors including tourism as a mainstreaming “vehicle”³⁷. It is apparent that there was considerable collaboration between these two projects. Once again, much of this was related to the sharing of information, an intellectual process which helped both projects in the way they approached issues and “thought” about problems and solutions.
112. The BITS project has reached out to other initiatives within the sector, for instance:
 - the UNDP GEF MSB Project which will take on a number of initiatives started by the BITS project;
 - including joint planning during the second phase of the MSB project;
 - linking the certification / labelling schemes to avoid duplication and confusion;
 - jointly agreeing legacy arrangements for BITS project achievements;
 - the UNESCO World Heritage nomination at both Wadi Rum and Petra;
 - land use planning at the municipal level beyond the project’s selected sites;
 - other UNDP initiatives such as the Country Office livelihood and social cohesion initiatives;
 - the GIZ Integrating Ecosystems Services into Development Planning project;
 - USAID/ACOR concerning the conservation of cultural aspects;
 - the UNDP environment project RIO “Mainstreaming RIO Convention’s Provision’s in National Sectoral Policies of Jordan”;
 - the USAID LENS project;
 - the GEF/SGP small grants programme;
 - UNDP-GEF “Strengthening Human Resources, Legal Frameworks, and Institutional Capacities to Implement the Nagoya Protocol” (Global Access and Benefit Sharing (ABS) Project). This is a three-year project that specifically aims at assisting twenty-four countries in the development and strengthening of their national ABS frameworks, human resources and administrative capacities to implement the Nagoya Protocol;
 - the EU Pledge (promoting local economic in Jordan) project, and;

³⁷ A MSB “vehicle” is a project or initiative (e.g. a government programme) that would allow the project to mainstream migratory soaring birds conservation issues into a sector. In many ways this illustrates some of the understandable confusion surrounding “mainstreaming” (particularly at the time of these projects gestation) which at best might be described as a concept or perhaps a project construct but in reality is a tacit understanding that biodiversity and ecosystem resilience is as important to human survival as water, oxygen and nutrition and should be recognised explicitly within the plans, policies and actions of sectors that might impact negatively upon an ecosystem.

- preparing two MoUs between Serbia and Jordan for academic and environmental collaboration³⁸;
- training with the Arab Regional Centre for World Heritage (ARC-WH) under auspices of UNESCO.³⁹

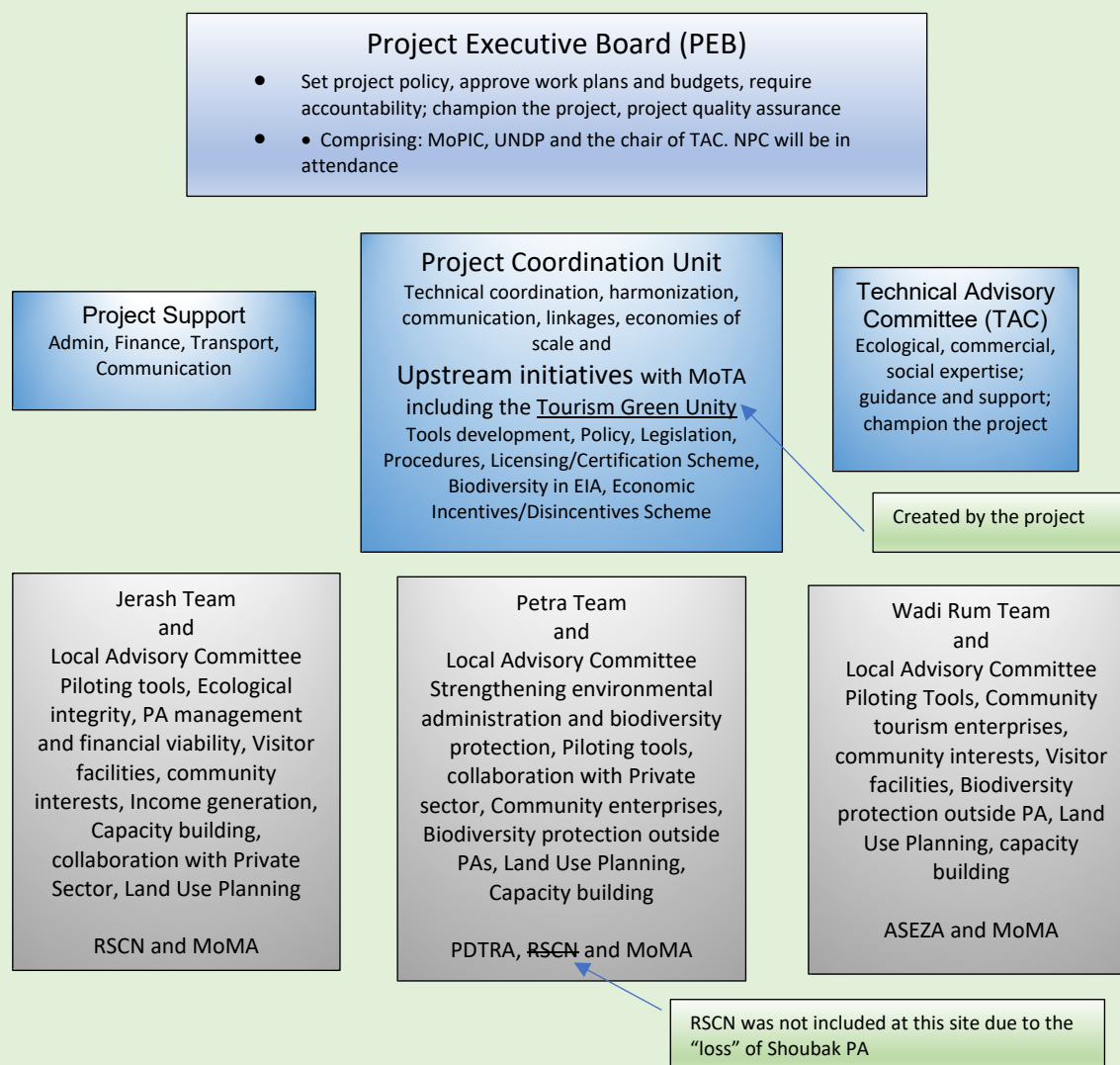
113. One of the defining factors of a mainstreaming project is that the person(s) in charge of the project, but particularly the Project Manager / Coordinator has to become familiar, if not an expert, in multiple fields and become well-versed in multiple and highly technical terminologies.

³⁸ The MoUs will be signed at the end of 2018 in Serbia.

³⁹ The BITS project has been involved in a training programme composed of a series of three workshops on the "Implementation of Enhancing our Heritage (EoH) toolkit; Management Effectiveness Assessment". EoH Toolkit consist of twelve tools which help to assess the adequacy and appropriateness of management system of World Heritage Sites. In which Four participants from Petra and Wadi Rum (as WHS) were involved, the same participants will be also involved in the third and last training workshop next February,2019.

3.1.8 Management arrangements

114. The BITS project was through National Implementation Modality (NIM). However, given that the project was a multi-sector project the PCU was arranged within the UNDP CO.



115. The Project Document described this arrangement as:

"A Project Coordination Unit (PCU) will be set up to provide the day-to-day coordination and administration of the project. It will comprise the National Project Coordinator (NPC) and the Project Administration and Finance Assistant (PAFA), both of whom will be located within UNDP, close to the relevant Programme staff responsible for the project and at a location which will be, and will be seen to be, neutral. The PCU will also include the Local Project Officers, one in RSCN to cover Dibein and Shoubak, one in PDTRA and one in Wadi Rum. The project staff will be recruited using standard UNDP recruitment procedures. The NPC with the support of the PAFA, will assume the lead responsibility for the upstream elements of the project (primarily Outcome 1), as well as provide oversight and coordination among the key Implementing Partners at the four downstream localities, namely, Jerash/Dibein, Shoubak, Petra and Wadi Rum. The PCU, while assuming responsibility for the upstream activities, will provide advice, support and coordination for all project activities. The NPC will liaise and work closely with all partner institutions to link the project with complementary national

programmes and initiatives. The NPC is accountable to the PEB [Project Executive Board]⁴⁰ for the overall quality, timeliness and effectiveness of the activities carried out, as well as for the use of funds. The NPC will collate the input from the key Implementation Partners and produce Annual Work and Budget Plans to be approved by the PEB at the beginning of each year. These plans will provide the basis for allocating resources to planned activities. The NPC will further produce collated quarterly operational reports and Annual Progress Reports (APR/PIR) for submission to the PEB. These reports will summarize the progress made by the project against the expected results, explain any significant variances, detail the necessary adjustments and be the main reporting mechanism for monitoring project activities".⁴¹

116. Local Advisory Committees (LACs) were established in each area. These advisory committees marked an important development in the means by which local stakeholders are included in the planning and management processes in Jordan:

A Local Advisory Committee (LAC) will be set up by the respective LPD at each of the project localities. The LAC will be set up by the LPD with the support of the LPO and will comprise representatives of the Implementing Partner, relevant central government organizations, the private sector, NGOs, communities and individuals known to possess valuable expertise. The LAC, which will be chaired by the LPD for the Implementing Partner, will perform a similar task to the central Technical Advisory Committee (see above) and provide advice and support to the LPD, the LPO and others involved in project implementation⁴².

117. This arrangement has worked well. It has allowed the UNDP to play a strategic and supporting role, the PCU has considerable autonomy to make decisions and remain dynamic and adaptive and it has allowed the partners to make the project outputs and outcomes their own. This situation is not just due to the project management hierarchy but due to a combination of the management framework, UNDP project assurance, PCU and willing and committed partnership arrangements, which have resulted in, for instance, initiatives such as the creation of the TGU.
118. Another important facet of these arrangements has been the relative ease that the partners, especially the government or para-statal partners, have been able to take ownership of the process.

3.2 Project implementation

3.2.1 Adaptive Management

119. Adaptive management, as described by the UNDP-GEF are changes made to the project in order to still achieve the outcomes and objective. It is not to be confused with "*mission-creep*"⁴³ or simply doing something different to that which was set out in the Project Document.
120. There is ample evidence the PCU understood the inherent weaknesses in the SRF but still used those indicators that were relevant to guide and subsequently monitor progress towards the results. The TE noted that the PCU appeared to be *in control* but not *controlling* at all times.
121. There are many instances that can be cited as examples of adaptive management. The MTR has already noted that there were changes made, for rational reasons, between the PIF and the endorsed Project Document. For instance, altering "*the 'field' sites for demonstrating strengthening of institutional capacities for planning, monitoring and enforcement. Two of the*

⁴⁰ The Project Executive Board was referred to as the *Project Coordinating Group (PCG)*. The PCG comprised of focal points from each partner and MOPIC. It was chaired by the National Project Coordinator in an *ex officio* and non-executive position.

⁴¹ BITS Project Document, p. 64

⁴² Ibid, p. 66

⁴³ The expansion of a project beyond its original goals and not necessarily related to the original objective.

original sites were dropped (Dead Sea Development Zone and Aljoun) and replaced by Wadi Rum and Shoubak [PA]”.

122. Other examples are the meaningful inclusion of the MoEnv into the project partnership, the switching of sites (again) when it was clear that Shoubak PA was not going to materialise, establishing the establishment of the TGU within the MOTA, and assisting Wadi Rum PA align its management plan with the World Heritage recommendations and combining the biodiversity monitoring function with the Biodiversity Information Management System (BIMS) which will be repeated at two-yearly intervals.
123. As the project draws to a close, there is more evidence of the project (the PCU, UNDP and Partners) being, if not adaptive, then intelligent in looking at ways to safeguard the project’s achievements after the project has closed.
124. While these are tangible examples of where the project has thought about a problem and acted with confidence and speed, something which requires considerable trust and confidence in a complex, multi-partner, mainstreaming project. When one considers that the PEB, the Project Implementers and the UNDP project assurance role are all involved in the decision-making process before the PCU can act. This suggests that it was a thoughtful project, capable of resolving problems and acting intelligently even in the face of uncertainty.
125. Lastly, the intangible aspect of the project’s adaptive management, and certainly something that is not captured by the indicators in the SRF has been the PCU’s ability to build trust with the partners and between the partners, a form of *cooperative governance*. This aspect of “adaptive management” is not easily measured but has been a hallmark of this project, both in the opinion of the Evaluator (including the mid-term Reviewer) and as expressed by all of the project partners.

3.2.2 Partnership Arrangements

126. The partnership arrangements have already been touched upon to a large extent in section 3.1 and 3.2.1. They were effective and they were built on confidence and trust in the technical and organisational abilities of the PCU. Further and importantly given the number of partners involved, the PCU commented that it was always strictly honest and transparent in its dealings between the partners in sharing information, conveying decisions made by the PEB and the budgetary arrangement. This is important because with three partners operating at the site level and the national enabling environment on top of that, what appears to be a reasonably large budget was split between the four components (national and project sites). As a result, there was little “fat” on the project which could be utilised when the project needed to be adaptive.
127. The relationships between the partners seems to have been strengthened through the activities of the project. The MTR commented:

Several of the stakeholders noted that one of the strong points of this project is the stakeholder engagement, much of which is a direct result of the presence of the project, which has created a lot of trust and interaction⁴⁴.

128. Similar comments were repeated during the TE. The perceptions by the partners are hard to capture in the SRF and the drive to have SMART and objective indicators and targets. However, they are a good measure of success because a project as complex as the BITS project could easily have fragmented into sectoral, institutional and even site-based interests. However, it appears that the opposite has happened with many of the partners expressing a keen and informed interest in the various components of the project and the other partners.

⁴⁴ Mid-Term Review of Project entitled “Mainstreaming Biodiversity Conservation in the Tourism Sector Development in Jordan Project”. December 2016. P. 35

129. Certainly, the PCU appears to have become a trusted resource for the partners. This has also extended to other stakeholders not directly involved in the Project Document but involved in the outputs; such as the UNESCO World Heritage.
130. Lastly, while discussing the partnership arrangements the TE makes an important point which draws on the experience of this and other UNDP-GEF projects. The partnership arrangements eventually distil down to individuals within those partner institutions whose willingness to interact with the project's activities, *or not*, is critical to the project's success. Unfortunately, the real cost of an individual's participation is never properly recognised in the project's financing, often being wrapped up in co-financing commitments which are unlikely to be met by hard-pressed institutional budgets.
131. The reality is very often that these projects rely upon the goodwill of overworked civil servants who commit their time and often their own financial resources in order to participate in the project's activities. It is important to realise that, after a long day participating in a project activity, a civil servant may still have to sit down at his or her desk and complete their everyday workload. It is not a question of profiteering from a project; it is a question of recognising the costs a project can place on individual participants (mostly civil servants) and ensuring that they rightly feel valued by the project.

3.2.3 Feedback from M&E activities Used for Adaptive Management

132. The M&E framework, comprising a plan and budget, is outlined in the Project Document (section 3 Pp. 55 – 58; SRF, section 6.3, Pp.68 – 69 and sections 6.3 and 6.4, Pp.70 - 71).
133. Monitoring reports identified in the framework comprise the following:
- Inception Report, which should include a detailed Year 1 Annual Work Plan of activities and progress indicators, as well as an annual budget and M&E requirements to measure performance in Year 1.
 - Annual Project Report (APR), which is a UNDP reporting requirement.
 - Project Implementation Report (PIRs), which is a GEF annual reporting requirement.
 - Quarterly Progress Reports, which are provided to the UNDP CO and Regional Centre.
 - Periodic Thematic Reports as requested by UNDP, UNDP-GEF or Implementing Partner.
 - Project Terminal Report, which is a comprehensive summary of all activities, achievements, shortcomings and lessons learnt prepared during the last three months of the project.
 - Project Publications, which provide a key means of collating and disseminating the results of the project and lessons learnt concerning the main elements of the project strategy.
 - Independent evaluations at mid- and end of term.
134. The Logical Framework provides a results-based methodology for monitoring progress against targets, using a suite of supposedly SMART indicators that track the project's objective and outcomes. The SRF used GEF-recognised Tracking Tools (Management Effectiveness Tracking Tools, METT and the Financial Sustainability Scorecard).
135. Further details are provided in the Inception Report including proposed changes to the project's SRF and the risk assessment. The Inception Report is of high quality (unusually for UNDP-GEF projects in the experience of the Evaluator) because normally inception reports simply restate the Project Document and "kick-off" the project without addressing the adaptive management challenges inherent in all SRFs and project designs.
136. In this instance the inception report has recognised the weaknesses and anomalies contained within the SRF and proposed changes (deletions, amendments and revisions to assumptions). These changes were recognised by the PCG however, they were never formally integrated into the SRF and the PIRs continued to report on the original indicators. To be clear, the PCU was also tracking the revised indicators. This is not unusual in UNDP-GEF projects where necessary changes to the SRF are never formalised in the project's documentation creating uncertainty and

ambiguity. In the event, the PCU has very wisely tracked the stated indicators and the amended indicators.

137. A second opportunity arose during the MTR which recommended adjusting the SRF indicators validating the inception phases conclusions, which are also broadly supported by the TE. The MTR made seventeen reasonable recommendations, albeit some of them
138. It is not clear what is needed in order to formerly change indicators in an SRF, presumably this would need the endorsement of the RTA. However, given the high calibre of the PCU this has not affected the progress, performance and outcomes of the project except perhaps in the frustration that it has caused the PCU, UNDP and project partners.
139. The MTR made seventeen recommendations and there was a rapid and reasonable management response, providing actionable responses or rationale justification for those recommendations that the project would not follow.
140. On this basis there is ample evidence that feedback from M&E activities was used in a robust and comprehensive way to adapt management. Furthermore, the information was widely disseminated amongst the project partners including them in the process of adaptive management.

3.2.4 Project Finance

141. The total budget for the BITS project was set out in the Project Document and gives a total budget of US\$ 25,410,343. This included US\$ 2,700,000 GEF grant, US\$ 500,000 in Implementing Agency funds (UNDP) and co-financing of US\$ 22,710,343. Of this, US\$ 20,067,398 was considered government (in-kind and cash of US\$ 200,000 from the PDTRA, US\$ 140,000 from the ASEZA and US\$ 20,000 from the MOTA) and US\$ 2,142,945 which was from NGO and private sector in-kind.
142. As is typical of GEF projects, the co-financing provides a financial picture of a project that is actually much larger than the reality. The reality is that the most effect is garnered from the GEF fund and any cash co-financing. This is not to say that in-kind co-financing never has a positive effect upon a project, in certain circumstances it can have a profound effect. However, it is extremely difficult to account for in-kind contributions and even more difficult to attribute project impacts directly to this spending.
143. The MTR reported on the co-financing as *“actual funding received at the mid-term from each of the co-financers has been greater than 75% of the original commitment which is noteworthy and gratifying as all-too-often the pledged co-financing is not realised or certainly not to the extent promised. 75% contributed at MTR is commendable”*. A view shared by the TE with the addition of the caveats given above; the GEF fund and cash co-financing have the greatest attributable effect on the outcomes and objectives of the project. The greatest proportion of the cash co-financing was from the UNDP and it is worth noting that this would be the only co-financing partner whose budgets would not have been affected by the negative blow to the tourism sector and the economy as a result of regional insecurity.
144. That said, it is clear that the in-kind contribution, for instance the TGU, have had a considerable and positive effect on the outcomes and what hasn't materialised in cash co-financing has been made up in many ways by in-kind contributions and a positive human effort, especially in the last half of the project. It is worth noting that, despite the considerable “headline” budget of US\$ 25,410,343 when the available cash financing was spread between three project areas and the national level, given what the project was trying to achieve and given the nature of mainstreaming (i.e. the high demands on training and capacity building, the need for big components such as the SEA, management plans and land use plans), these were actually modest amounts of investment.
145. Finally, UNDP-GEF projects have a 10 % cap on project management costs. This PCU has been remarkably efficient in the way it has used finances and kept costs to the minimum. But it is worth noting that the PCU (or project management) plays a critical role in cementing together what might otherwise be disparate outputs and outcomes into a coherent result, these projects are

complex and expansive in their geographic range. An arbitrary cap on management costs places significant strains on this vital role and is in itself a significant risk to a project.

Table 12 Co-financing from Project Document

Sources of Co-financing	Name of Co-financer	Type of Co-financing	Amount Confirmed at CEO Endorsement (US\$)	Actual Amount Contributed at stage of Mid-Term Review (US\$)	Actual % of Expected Amount
GEF Partner Agency	UNDP	In-Kind & Other (cash)	\$500,000	\$433,908	87
Local Government	Petra Development and Tourism Region Authority	In-Kind & Other (cash)	\$9,400,000	\$7,051,000	75
Local Government	Aqaba Special Economic Zone Authority	In-Kind & Other (cash)	\$9,992,000	\$7,497,299	75
Foundation	Royal Society for the Conservation of Nature	In-Kind	\$800,000	\$1,064,100	133
National Government	Ministry of Tourism and Antiquities MOTA	In-Kind & Other (cash)	\$175,000	\$132,000	75
National Government	Ministry of Municipal Affairs MOMA	In-Kind	\$500,000	\$475,000	95
Private Sector	Crown Plaza Resort Petra	In-Kind	\$942,945	\$707,945	75
Private Sector	Aqaba Hotel Association	In-Kind	\$300,000	\$225,000	75
Private Sector	Captains Tourist Services and Desert	In-Kind	\$100,000	\$76,000	76
TOTAL			\$22,709,945	\$17,662,252	78

146. The cash co-financing has performed less well. The MTR stated that “56% of cash commitments have already been realized at the MTR. However, this is somewhat skewed by the fact that UNDP has delivered on its commitment with nearly all of the pledged cash contribution having been realized at this half-way point. Other funding sources have not been delivering so well on their cash commitments. PDTRA has only delivered 25% of its commitment at the Mid-Term while the other two parties have not, as yet, contributed any of their pledged commitments”.

147. In terms of budget execution, the project has performed well. There has been a number of minor budget revisions during the inception phase and the MTR. However, these revisions do not amount to more than 14% overall (6 % outcome 1; -8 % outcome 2 and 5 % outcome 3). The greatest variance has been in the project management which has expended just 70 % of the allocated budget. Much of this variance can be attributed to the loss of the co-financing amounting to US\$ 297,000, 44 % of the cash co-financing or 9 % of the total budget. The shortfall in the cash co-financing can be attributed to the impact of the downturn in regional security on the tourism sector in Jordan which caused most agencies to review their financial commitments. In order to accommodate this, efficiencies were found in the project’s management. To be clear, this doesn’t mean that the PCU was inefficient and it is questionable whether the project management could have maintained these efficiencies for much longer. The PCU was under-financed but they still performed remarkably well.

Table 13 Cash Co-financing

Name of Funding Source	Cash Committed in Project Document	Cash received at MTR	% of Cash Received at MTR	Cash received at TE	% of Cash Received at TE
UNDP	\$500,000	\$433,908	87	\$487,333	97 %
PDTRA	\$200,000	\$50,000	25	\$85,000	42.5%
ASEZA	\$140,000	\$0	0	0	0
MOTA	\$25,000	\$0	0	0	0
TOTALS	\$865,000	\$483,908	56	\$572,333	66 %

Table 14 Cash Project Expenditure

Actual Total Expenditures											
Outcome	Project Document	Inception revision	MTR Revision	2014*	2015*	2016*	2017*	2018 (Expected & Committed) *	Total	Variance	% Variance
Outcome 1	\$371,000	\$350,000	\$355,000	\$48,581	\$96,636	\$186,777	\$15,484	\$2,315	\$349,794	\$21,206	6%
Outcome 2	\$1,344,000	\$1,465,000	\$1,295,000	\$139,626	\$350,737	\$451,084	\$491,969	\$22,389	\$1,455,805	\$111,805	-8%
Outcome 3	\$1,102,000	\$1,102,000	\$1,130,000	\$41,633	\$221,305	\$220,039	\$161,769	\$404,804	\$1,049,551	\$52,449	5%
Project Management	\$748,000	\$648,000	\$785,000	\$59,576	\$34,082	\$43,007	\$23,054	\$61,587	\$221,306	\$526,694	70%
Totals	\$3,565,000	\$3,565,000	\$3,565,000	\$289,416	\$702,760	\$900,907	\$692,276	\$491,096	\$3,076,456	\$488,544	14%
Unrealized Loss				\$0	\$0	\$0	\$45	\$0	\$45		
Unrealized Gain				\$0	\$0	\$0	\$0	\$0	\$0		
Totals				\$289,416	\$702,760	\$900,907	\$692,321	\$491,096			

*Figures in US\$, source: Combined Delivery Reports (CDR),
UNDP CO

3.2.5 Monitoring and Evaluation: Design at Entry and Implementation

The design of the M&E framework at entry is rated as *Satisfactory* and its subsequent application during implementation is rated as *Highly Satisfactory*.

Despite the weaknesses in the Project Document's SRF it provided a reasonable logical hierarchy for the strategy and sufficient indicators. The wording of the indicators could have been clearer and there needed to be a better capture of the processes of mainstreaming. Notwithstanding these weaknesses the PCU has used the SRF carefully, has built in additional (and relevant) indicators to skilfully overcome these shortcomings. The project appears to have welcomed the MTR and used it to its full extent to scrutinise the project and make improvements.

148. There were a number of weaknesses in the project's SRF that have been outlined already (section 3.1.1). In the experience of the Evaluator these weaknesses were no worse, indeed they were significantly better, than many project SRFs approved around this time. The TE flags the issue of using biological indicators to measure progress, performance and impact. Amongst the issues already raised, biological indicators assume that there is already a deep knowledge of a species' ecology and life cycle and would require considerable investment in survey. Furthermore, the urge to choose rare or charismatic species invariably results in trying to survey small populations resulting in small sample sizes and a variance which makes the results meaningless. This Evaluator was once informed by the UNDP regional-level that; GEF would expect to see biological indicators in a biodiversity programme project. One hopes that this is something of an "*urban myth*"⁴⁵.
149. A means for measuring the progress of the *processes* of mainstreaming was also missing from the SRF. Understandably though because such a survey would likely have been expensive, such as a Knowledge, Attitudes and Practices (KAP) survey. This could easily have cost as much as a mid-term review or a terminal evaluation and might need to have been repeated three times over the project's lifetime.
150. On the positive side, there is considerable evidence that the monitoring and evaluation of the BITS project. "Clunky" though the SRF may have been the PCU has managed it with considerable dexterity and importantly, it has shared this with the project's partners. It has recognised the inadequacy of some of the indicators and sought other means to track progress. Quite clearly, the PCU understood how to use the SRF and the importance of using it while avoiding the temptation of project *expedience*, that is; the urge to simply deliver a number of outputs regardless of the *processes* that would glue the project outcomes together.
151. The Inception Report was to a reasonably high standard and raised issues about the SRF at an early stage and incorporated the first year Work Plan and Cost Estimate. Key baselines were established with one omission, the Tracking Tool for Petra, however, this was rectified at the mid-term.
152. Quarterly reporting and the Project Implementation Reports (PIR) appear to have been honest, challenging and submitted in a timely manner, monitoring risks, recording progress, or the lack of it, and innovating ways in which to address problems as they have arisen. This has included the ways in which indicators should be tracked (e.g. combining indicators 4 and 14 in reporting as they are much the same thing). Workplans and budgets are closely correlated the outputs and outcomes. The PEB has met regularly and reviewed progress in a supportive way.

⁴⁵ An "urban myth" is a form of modern folklore usually consisting of fictional stories, often presented as true.

153. The MTR was used sensibly to ensure that the project was “on-track” and the Management Response (see Annex 8) to the seventeen recommendations made by the MTR is both measured and sensible.
154. Lastly the project has been audited and found to be compliant with UN procedures, rules and regulations.

3.2.6 UNDP and Implementing Partner Implementation / Execution, Coordination and Operational Issues

Implementation by UNDP and the Implementing Partners (ASEZA, PDTRA, RSCN, MOMA, MOTA and MoEnv) alongside the MOPIC is rated as *Highly Satisfactory*.

The MTR reasonably rated this as ***Satisfactory*** and at this juncture of the project it is possible to rate this higher given that the project has delivered all of its outputs, broadly achieved its outcomes and has embedded biodiversity, albeit, to different degrees, within the project’s partner organisations through the policy, regulatory and planning framework. In many instances there is good evidence of changes in the institutional mindsets and operational cultures. The UNDP, PCG, partners and the PCU have worked well together and when necessary the project has been adaptive to address shortcomings and incorrect assumptions within the project’s original design.

155. The MTR reported that the UNDP implementation was rated as Highly Satisfactory and the Partner Executing agencies were Satisfactory with an overall rating of Highly Satisfactory. The TE judges that the overall rating is Highly Satisfactory on the basis that “*the project had **no shortcomings** in the achievement of its objectives in terms of relevance, effectiveness, or efficiency*”. In reality the project did have some shortcomings, it is unrealistic to expect a perfect project. Arguably, if one wants a *perfect solution* then it would be best to start with a *perfect problem*. The problems the GEF seeks to resolve are far from perfect, rather they are a mess of, *inter alia*; value judgements, mismatched drivers and imperatives, stochastic events and unfortunate accidents. Therefore, it is the manner in which the project has overcome these shortcomings that allow the TE to give the highest rating.
156. What is clear is that the project implementation and execution have followed the correct procedures and protocols for project assurance. As has been documented elsewhere in this report, the PEB met regularly, the SRF was understood and used by all participants in the project, the PEB has provided sound and timely decision-making and the PCU has provided the “glue” that has kept it all together in a coherent project.
157. The role of the PCU in this cannot be overstated, but the partnership has also contributed in no small way to the achievements. A measure of this is that, as the project draws to a close, apart from the obvious exhaustion of the PCU, there are no signs of the usual project fatigue that often accompanies these projects as they come to an end. On the contrary, there is genuine enthusiasm and energy amongst to take this process to the next step.
158. As has been noted, an important aspect of this project is its institutional makeup. An NGO with special statutory powers (RSCN), two parastatal authorities (ASEZA and PDTRA), and a local government interest, and national coordinating a planning role (MOMA), a national sector coordination (MOTA) with interests at the site levels, and, a national-level statutory policy maker and regulator (MoEnv). This could all have easily unravelled itself under the stresses and strains of a four-year complex project, especially when further stressed with a regional crisis directly and negatively affecting one of the key drivers; tourism. But it did not. It has emerged stronger than before and this has to be due, in no small part, to the effort of the individual partners.
159. Given the number of partners, the role of the MOPIC in ensuring policy conformity has also been an essential ingredient. As has the part that the UNDP CO has played in enabling a national

identity and ownership of the project. A measure of this has been the ability of the project to go outside of the originally planned outputs in areas such as the World Heritage planning, the GTU, amongst other, without distracting from the main project's impetus and while remaining relevant to the issues the project was addressing.

160. Attitudes, initially individual but subsequently institutional, are a critical aspect of the mainstreaming process. Changes in staff at any level within the partner institutions has on a number of occasions, slowed progress. However, these have largely been overcome by the hard work and persuasive nature of the PCU, not without taking a toll on the PCU, but still to good effect. It is likely that this (alongside the regional security situation) has impacted upon the progress and would necessitate the extension that was granted. This is not a criticism of the project *per se*, rather it is an observation that the project's design lacked a specific mechanism or toll (other than the persuasive powers and tenacity of the PCU which have worked to very good effect) to drive an adaptive change.

3.3 Project Results

3.3.1 Overall Results and Attainment of Objectives

The project had **no shortcomings** in the achievement of its objectives in terms of relevance, effectiveness, or efficiency. It has achieved what it set out to do; *Biodiversity conservation objectives are effectively mainstreamed and advanced into and through the tourism sector development in Jordan* by producing a number of high-quality outputs that have already been put to good effect and it is making the system work. In this aspect the project is considered to be **Highly Satisfactory**. The SEA is in place providing spatial planning data at the national level, the BIMS informs the SEA ensuring it remains relevant. Nationally tourism developments are now subject to statutory EIA and there is representation of the tourism sector and biodiversity interests on the Committee that reviews EIAs. There are the necessary checks and balances in place. Furthermore, the municipal land use planning process is also informed by the SEA and can access the necessary (for planning purposes) levels of data from BIMS. At the site level this has provided a framework for decision-making when faced with the trade-off decisions between tourism development and ecosystem resilience and the inclusion of local interests through the LACs. A measure of this is seen in Petra where a single plan has been produced incorporating the cultural and archaeological aspects of the site with the ecosystem aspect. Petra is labelled as an archaeological site, quite understandably given its uniqueness and this will always be the focus of tourism at this site. However, the ecological importance of the site is now given equal prominence in the planning process, both in terms of developing the market aspects (e.g. through product diversification and visitor experience) and site management and investment considerations.

That this has been a largely nationally-owned, and further, institutionally-owned process is remarkable. Furthermore, the TE did not encounter any of the "project fatigue" that so often characterises projects in their closing months. Rather, the partners appeared invigorated by the process and actively and innovatively looking for ways to ensure that the achievements don't just survive the end of project; but are built upon further.

It is apparent that the effort made, particularly by the PCU, has been extraordinary. It would be wrong to state that this represented a waste of resources because quite clearly it has achieved its objective and to a high degree. However, it is reasonable to consider that the project could have gone much further, and been less exhausting for the PCU if it had possessed a structured framework or tool to address the adaptive nature of the changes taking place.

161. The project's objective comprises three immediate outcomes that are the subject of a qualitative assessment of the extent to which their respective outputs have been addressed in Annex 11, considering what was originally planned (Project Document), findings of the MTR and subsequent observations from this TE. These findings provide the basis of the more quantitative evaluation of the Logical Framework in Annex 9 in which the project objectives, outcomes and outputs are rated, based on the extent to which targets (indicators) have been met. The ratings for outcomes and their respective outputs are summarised in Table 15 but the reader should refer to Annexes 9 and 11 in order to fully appreciate the achievements, challenges and shortcomings in implementation at outcome and output levels. Key achievements and related considerations are summarised below.
162. While Annexes 9 and 12 provide a more qualitative assessment and quantitative (in terms of meeting targets) assessment of the project, as the TE has noted repeatedly, it is more problematic to identify and measure the qualitative changes that have taken place institutionally, organisationally and personally amongst the "human resources" that make up the partnership.

Outcome 1: Rated **Highly Satisfactory**: The SEA provides a spatial framework for assessing tourism development. The BIMS provides data to end users (planners and regulators) in order to use the SEA to full and intended effect. The new Environmental Law will require tourism developments to abide by the EIA guidelines. At the site level there is a framework for local participation (which will still need work over time but governance systems are not built within project timeframes; they take much longer). **Output 1.1:** Rated **Highly Satisfactory**: The SEA is in place, it is recognised and largely owned by the MOTA, the "checks and balances" are in place because MOTA now sits on the EIA Committee alongside the RSCN with the appropriate guidelines which are linked to the other outputs in this outcome (and others) including **Output 1.4:** Rated **Highly Satisfactory**. **Output 1.2:** Rated **Highly Satisfactory**: The project has developed a biodiversity-friendly tourism charter and standards which are being tested but they have been adopted by the MOTA and are used in some certification schemes. Importantly, they apply "across the board", they are not just reserved for operations labelling themselves as "eco". **Output 1.3:** Rated **Highly Satisfactory**. The MTR noted that enforcement was needed to back up the planning process. Since the MTR penalties for biodiversity or environment legal infractions are heavily targeted through the Ministry of Environment (MoEnv) law (2017); under the provision of the Environment Law the Ministry has adopted two regulations which are directly related to biodiversity namely the *Regulation on Protected Areas and National Parks* (No. 29, 2005), and the *Regulation on Environmental Impact Assessment* (No. 37, 2005). Penalties and fines of the MoEnv is not enforced towards tourism industry alone, its legal frameworks are made to ensure biodiversity conservation and environmental protection. **Output 1.5:** Rated **Highly Satisfactory**: The MOTA has now linked the certification standards and charter to the granting of tourism operation licences and (renewed annually) and for the approval of new tourism developments.

Outcome 2: Rated **Highly Satisfactory**: The project has built considerable institutional and organisational capacities at the three project sites. The BIMS is now embedded in the RSCN, accessible at various levels to end-users, and informs the SEA, LUP process and management planning. Furthermore, there has been considerable and effective capacity building that has embedded biodiversity, and the tools to developed specifically for planning, within the organisational and institutional cultures and working practices of the partners. Given the resources available to the project this is small but effective. Therefore, the significant increase in land where biodiversity resilience is integrated into the planning process has been significantly increased. **Output 2.1:** Rated **Highly Satisfactory**, **Output 2.3:** Rated **Highly Satisfactory**: The BIMS has been developed, it will be used for periodic monitoring and already

provides a multi-layered access for end-users to meet their planning needs. The system is housed in the RSCN which will ensure continuity and a periodic monitoring function. **Output 2.2:** Rated *Highly Satisfactory*: As stated earlier the BIMS have informed the land use planning process to good effect. Three LUPS have been produced which include extending PAs and providing buffer zones to existing PAs. The process has been used to good effect to establish and operationalise the LACs. MoMA announced recently ToR's that it will revise the National LUP that have been developed in 2007, to ensure among other the inclusion of natural asset. MoMA has recently approved the establishment of the Natural Heritage Section within the ministry structure, the section is responsible for mainstreaming the conservation of natural assets into the ministry's planning process. **Output 2.4:** Rated *Highly Satisfactory*: The LUPs and management plans are now in place providing rules, including the inclusion of UNESCO conditions. There has been considerable capacity building to support enforcement. **Output 2.5:** Rated *Highly Satisfactory*: The project has made considerable and effective investments in the PAs to improve both the quality and quantity of visitor information infrastructure and content.

Outcome 3: Rated *Highly Satisfactory*: The project has invested heavily in capacity building and training. This has been thoughtfully prepared and conducted and tailored to the end-users needs as it relates to biodiversity and tourism management. There is considerable evidence that the training and other capacity building workshops have had a significant and lasting impact and the benefits have been institutionally retained. This is supported by the increases in the METT scores. **Output 3.1:** Rated *Highly Satisfactory*: MABs have been established and have played an active role in the management and business planning process and appear to provide a new and effective means to increase local stakeholder participation in the PAs. This has been supported by training and equipment **Output 3.2:** Rated *Highly Satisfactory*: All three management plans have been revised and were informed by the BIMS data as well as including principles from the LUPs and were carried out in a participatory manner through the MABs and LACs. All plans are inclusive of buffer zones and of local communities and other stakeholders. **Output 3.3:** Rated *Highly Satisfactory*: Considerable and effective investment has been made in all three protected areas including training and equipment and is recognised in the increase in the METT scores. **Output 3.4:** Rated *Highly Satisfactory*: Business plans produced for Dibein and Wadi Rum and already in use by the management. Six feasibility studies for small and medium enterprises are in process now and will be end before the end of the project, the feasibility studies focus on biodiversity conservation.

Table 15 Summary of TE Ratings of Project Outcomes and Outputs

Outcomes and Outputs		Rating*					
		HS	S	MS	MU	U	HU
Outcome 1	Regulatory and enforcement framework in place to avoid, reduce, mitigate and offset adverse impacts of tourism on biodiversity	✓					
Output 1.1	A Strategic Environmental Assessment (SEA) for tourism development to inform biodiversity considerations in land-use planning - defining spatial areas where development should be avoided; where it may be permitted subject to management controls, and mitigation and offset requirements	✓					
Output 1.2	A biodiversity-friendly tourism charter including a set of standards developed tested and adopted for the MoTA certification schemes for hotels, eco-tour operators, eco-lodges and environmental camp sites.	✓					
Output 1.3	An effective system of penalties for breaches of permit conditions in the tourism sector developed, adopted and publicized reflecting the new Biodiversity-friendly certification system.	✓					
Output 1.4	Biodiversity guidelines for the EIA Process as it applies to tourism developments and operations with a particular focus on off-site and cumulative impacts.	✓					
Output 1.5	Economic incentives and disincentives to promote adherence by tourism industry to the reformed policies and regulation.	✓					
Outcome 2	Outcome 2: Institutional capacities for planning, monitoring and enforcement strengthened in Dibeen, Petra and Wadi Rum landscapes/development zones, so as to manage the impacts of tourism development on biodiversity within ecologically-valuable and sensitive areas	✓					
Output 2.1	Biodiversity Information Management System (BIMS), founded on initial ecological surveys to inform Land-Use Plans, serve as a platform for decision-making, and as a source of up to date knowledge on biodiversity.	✓					
Output 2.2	Comprehensive land-use plans based on BIMS and covering Jerash Governorate, PDTRA territory, the Petra proposed PA and its buffer zone, and the Greater Wadi Rum Landscapes/Development Zones to set development limits so as to protect biodiversity.	✓					
Output 2.3	Biodiversity Monitoring System to update and maintain the BIMS, identify trends and ensure that any changes in biodiversity-important areas remain within acceptable limits; to include remedial measures that will be triggered by the monitoring. Include the use of indicator species as appropriate.	✓					
Output 2.4	Improved enforcement of land use development constraints geared to protecting biodiversity.	✓					
Output 2.5	Effective interpretation and information facilities at vantage points to inform visitors about the values and vulnerabilities of ecological resources and the consequences (ecological and legal) of not adhering to limits and regulations.	✓					

Outcome 3	Improved management effectiveness particularly in revenue generation, tourism planning and management, and community relations in Dibeen, Petra and Wadi Rum Protected Areas	✓					
Output 3.1	3.1 PA Management Advisory Boards for promoting increased involvement of the private sector and local community in PA management.	✓					
Output 3.2	3.2 Dibbin PA, Petra PA and Wadi Rum PA Management Plans revised to reflect the principles espoused in the new Land Use Plans and the benefits from new BIMS and Monitoring System.	✓					
Output 3.3	3.3 Visitor management capabilities (to reduce impact on biodiversity) in Dibbin, Petra and Wadi Rum PAs, enhanced through improved visitor facilities, better trained rangers and eco-guides, and improved management capacities, to expand visitor attractions and improve visitor experience while reducing impact on biodiversity in sensitive areas.	✓					
Output 3.4	3.4 Business plans for Dibeen, Petra and Wadi Rum PAs.	✓					

* **HS** = Highly Satisfactory; **S** = Satisfactory; **MS** = Moderately Satisfactory; **MU** = Moderately Unsatisfactory; **U** = Unsatisfactory; **HU** = Highly Unsatisfactory

163. Performance has also been rated in terms of project relevance, effectiveness, efficiency, sustainability and impacts, as well as the quality of M&E systems. These ratings are provided in **Table 16**, along with a brief justification based on evidence outlined earlier in this Terminal Evaluation report or in the sub-sections below.

Table 16 Project Performance Ratings

Criteria	Rating	Comments
Monitoring and Evaluation (using 6-point satisfaction scale)		
Overall Quality of Monitoring & Evaluation	HS	Further details in Sections 3.1.1 and 3.1.2 .
<i>M&E design at project start up</i>	S	<p>Overall design of M&E framework is reasonable and covers the normal UNDP-GEF M&E framework. However, a number of indicators are insufficiently SMART, they are repetitive, that is they were effectively tracking the same variable but for a different outcome or the objective which can cause confusion and certainly is frustrating. Some of the indicators were irrelevant, for instance tracking the tourism market but not linked to biodiversity <i>per se</i>. The use of biological indicators, especially species, was not fit for purpose. In the event that the project had invested sufficiently in data collection for this indicator(s) it would have been a considerable investment of project funds and time and would have been of no value to the monitoring.</p> <p>The phrasing of some of the indicators was not precise enough and in a lesser project it might have been open to interpretation. Fortunately, this has not been the case.</p> <p>It is clear that the project recognised these shortcomings, from the inception phase, and has tried to address them. However, there has never been a definitive revision of the SRF and the project has been evaluated against the original SRF.</p>
<i>M&E Plan Implementation</i>	HS	<p>Routine reporting (Quarterly Progress Reports, APRs/PIRs), annual work plans and budgets, and meetings (PSC) undertaken in a timely, transparent and often self-challenging manner.</p> <p>PCU has a clear understanding of the importance and relevance of M&E tools, periodicity and importance. The PCU has used the M&E programme to good effect, the UNDP CO has provided sound project assurance and the importance of M&E has been shared with the project partners to develop a collective understanding (at least some way into the project) which is rare amongst projects and has added value to the capacity building.</p> <p>M&E has been carried out in a timely fashion and the PCU and partners have welcomed the MTR as an independent and critical review by which they could strengthen the project. There is clear evidence of thoughtful and honest consideration of criticism and challenges to the project and considerable evidence that the project has used this (M&E evidence) to good effect in strengthening the project.</p>
IA & EA Execution (using 6-point satisfaction scale)		
Overall Quality of Project Implementation/Execution	HS	<p>The project has struggled in the early years. Establishing partnerships and building a common vision and purpose has clearly been difficult. To some extent this has cost the project time. However, the TE recognises this as a necessary component of the process of mainstreaming (and the enormity if this task was not made explicit in the project's design) given its multiplicity of partners and cross-sectoral nature and the project, in particular the PCU but also the UNDP CO and the partners, have coped admirably well so that by the MTR there was visible evidence of the project's strategy beginning to work to good effect. The PCU, with considerable energy and infectious enthusiasm, has built on these successes in the second half.</p> <p>As a result, the NIM modality has worked very well with clear signs of national and institutional ownership, and critically; a shared collective vision of the future. A measure of this is that, as the project draws to a close, the participants are all on good terms and realistically, innovatively and constructively looking for ways to consolidate the gains from the project in the future. for a process that will clearly need continued, albeit, measured external support for some time to come.</p>
<i>Implementing Agency Execution</i>	HS	<p>The UNDP CO is clearly a well-liked, trusted, while sometimes bureaucratically-challenging, partner. As a CO it has considerable experience in the environmental sector and with GEF projects <i>per se</i>. The CO has provided the quality assurance role, largely supported the PCU in its decisions. When problems have arisen; it has provided support</p>

		to the process and the TE considers that, in this instance, given the multi-partner nature of this project, it has provided a neutral and trusted home for the PCU. A measure of this success is the way that the partners are collaborating in the closing months of the project to ensure that there is continued support to the project's achievements, wherever that support is required.
<i>Executing Agency(s) Execution</i>	HS	<p>The BITS project was always going to be a difficult project given that there was a large number of Executing Agents (partners), there was a broad diversity of institutional or agency agendas and the nature of the partners were very diverse (ministries, para-statal agencies and an NGO with a statutory role) and that their involvement was at different levels of the biodiversity-tourism congruence (e.g. limiting, promoting, managing, regulating, etc...). In the event, and at the close of the project, it has had the appearance of being remarkably easy. The various executing agencies appear to have taken the various outputs (tools, plans, etc..) and made them their own. Evidence of this is visible in the formation of the GTU, the adoption of the BIMS, LACs, MABs, refining of the regulatory framework, etc....</p> <p>The shortfalls in project cash co-financing can be explained away by the regional security crisis; if the money wasn't there, then it couldn't be spent. This crisis affected all sectors in Jordan.</p> <p>See Annexes 9 and 12</p>
Outcomes (using 6-point satisfaction scale)		
Overall Quality of Project Outcomes	HS	Rating based on separate assessment of project Outcomes and Outputs (Annexes 9 and 12).
<i>Relevance</i>	R	In principle, the objective of the project and its three outcomes remain as, if not more, relevant today as when the project was conceived. The environmental stresses are as high, if not higher today, there is a need to diversify the tourism experience in Jordan and to differentiate the country from regional competitors, examples of cooperative governance have relevance in other sectors, especially the environment (water, agriculture, etc..).
<i>Effectiveness</i>	HS	Extent of achievement of objective and outcomes, or likelihood of being achieved: The project has achieved what it set out to do, any shortcomings in this are largely due to the project's design, which was reasonable for a second-generation mainstreaming project, and in many ways these shortcomings have been overcome by the project's (especially the PCU) efforts. A significant but unstated risk of a mainstreaming project is that it can degenerate into grant disbursement exercise which dispersing "good things", especially at the site level that ordinarily cannot be afforded. The BITS project has studiously avoided falling into this trap and every intervention can be seen as an integral part of the project's overall mainstreaming strategy (see Section 3.3.3).
<i>Efficiency</i>	HS	A remarkable feature of the project has been the efficiency with which it has achieved its objective. In reality the project had four modest sums ("pots") of money to spend; three "pots" for the sites and one "pot" for the national enabling environment. The PCU has guarded these "pots" by taking time to carefully think through initiatives, ensuring that the partners are fully "onboard" with an intervention, careful drafting of TORs, selection of Consultants, <i>ad infinitum</i> . This has been no small feat by the PCU and partners because projects are inherently inefficient, complex project even more so. However, the BITS project, especially the PCU gives the impression of <i>being</i> in control while not <i>controlling</i> the process.
Sustainability (using 4-point likelihood scale)		
Overall Likelihood of Sustainability ⁴⁶	L	
<i>Financial resources</i>	L	Mainstreaming biodiversity is by no means accomplished. In the tourism sector it is now highly likely that it will continue to receive financial support <i>because</i> it has been

⁴⁶ The 2012 Guidance for conducting terminal evaluations of UNDP-supported, GEF-financed projects states in the Rating Project Performance table (p. 30): Overall likelihood of risks to sustainability. This is misleading as it is the likelihood of sustainability which is supposed to be assessed, not the likelihood of the risk occurring.

		mainstreamed by the project's actions into the very fabric of the key organisations and their planning process which is essentially what the project set out to achieve. That said, these small but strategic developments must be weighed against the backdrop of the possibility of very large sums of investment in the tourism sector which might override biodiversity and ecosystem resilience interests in favour of more visible short-term development gains. This is a risk and the system are still vulnerable. However, there is ample evidence that the partners, the UNDP CO and the PCU are planning to ensure that those project achievements which will still need financial support are carefully nested in range of other government and project activities that will safely see it through its most vulnerable period.
<i>Socio-economic</i>	L	The establishment of the LACs and MABs are a big step forwards for PA planning in Jordan providing local community and stakeholder participation at this level where economic and environmental concerns are very closely intertwined. The project has also provided support to the development of livelihoods (e.g. in Wadi Rum) and arguably the development of a well-regulated sector (e.g. certification, etc.) is in the socio-economic interests of the sector, particularly the smaller operators and tour guides. Additionally, the training and capacity building that has been delivered by the project has wherever applicable, included elements that will better position the recipient's vis a vis their tourism enterprises. To this end the project has built considerable social capital.
<i>Institutional framework and governance</i>	L	The project has strengthened the institutional framework and governance of the tourism sector as it relates to biodiversity (the TE takes the view that biodiversity, ecosystem, environment <i>per se</i> is not a sector, it is bedrock upon which all the other sectors stand and they are essentially compartmentalising its use into operational policy sectors). This has been achieved by the establishment of structures within those agencies, an improved enabling environment and a framework for communication between sector agencies (see Section 3.2.6). However, as has been discussed throughout the TE report, there is still a need for a framework through which the different players can come together, outside the formal, and therefore rigid institutional and regulatory framework, to think about the future. The PCU has, to some extent, provided this service throughout the project. However, the system within which tourism is framed is constantly changing, the future is highly unpredictable and there is no mechanism to cope with this uncertainty. Future, and as yet unknown, stresses to the system could easily see sector responses that revert to a narrower institutional agenda. In summary, the project <i>has</i> "mainstreamed, it <i>will</i> work in the future, <i>but</i> it will not be as dynamic and adaptive as it could be.
<i>Environmental</i>	L	Tourism is a large component of the Jordanian economy and therefore has the potential (and has demonstrated in the past) that it can exert a powerful and negative effect on all components of the ecosystem. The project has demonstrably made changes in the way the system works which will reduce these negative impacts because: " <i>resilience can be defined as the capacity of a system to undergo disturbance while maintaining both its existing functions and controls and its capacity for future change</i> " ⁴⁷ and " <i>resilience is determined not only by a systems ability to buffer or absorb shocks, but also by its capacity for learning and self-organisation to adapt to change</i> " ⁴⁸ . The project has positively enhanced the system components (agencies, private sector, local communities, etc.) ability for self-organisation, for learning and adapting. That it is environmentally sustainable; <i>quod erat demonstrandum</i> ⁴⁹ .
Impact (using 3-point impact scale)		
<i>Environmental status improvement</i>	S	280,526 ha of land are now under some form of enhanced biodiversity management or a planning framework which does not discount biodiversity.

⁴⁷ Gunderson, L.H. (2000). Ecological resilience – in theory and application. Annual Review of Ecology and Systematics 31, 425-439.

⁴⁸ Gunderson, L.H. and Holling, C.S. Eds. (2002). Panarchy: Understanding transformations in human and natural systems. Washington, DC. Island Press.

⁴⁹ From the Latin meaning: "thus it has been demonstrated". The question answers itself.

<i>Environmental stress reduction</i>	S	The SEA, BIMS and regulatory improvements vis a vis the EIA process as well as the institutional developments (e.g. TGU, MOMA planning, etc.) provide a firm basis for stress reduction and with signs that this is taking place already in Wadi Rum, Petra and Dibeen PA).
<i>Progress towards stress/status change</i>	S-M	At this juncture in the project it would be over-selling the project to state that it has had a significant status change on the environment <i>per se</i> . It is too early and the results of this should naturally not be expected until sometime after the project. However, it has had a significant impact on the progress towards this change by modifying the system and making it more fit for purpose.
Overall Project Results (using 6-point satisfaction scale)	HS	

Satisfaction scale: Highly Satisfactory, Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, Unsatisfactory, Highly Unsatisfactory

Sustainability scale: Likely, Moderately Likely, Moderately Unlikely, Unlikely
Impact scale: Significant, Minimal, Negligible

Relevance scale: Relevant; Not Relevant

3.3.2 Relevance

164. Rated **Relevant**. In principle, the objective of the project and its three outcomes remain as, if not more, relevant today as when the project was conceived. The environmental stresses are as high, if not higher today, there is a need to diversify the tourism experience in Jordan and to differentiate the country from regional competitors, examples of cooperative governance have relevance in other sectors, especially the environment (water, agriculture, etc.). The sector has seen a downturn with the regional security issues but there is evidence that activity is again picking up and the project has put in place a framework for dealing with the trade-off decisions between short-term development needs and ecosystem resilience. Planning, M&E and adaptation is an institutional and organisational “mindset” which the project has, within the limits of the financial and material resources available to it, bequeathed to the partners (see **Section 3.3.2**).

3.3.3 Effectiveness and Efficiency

165. Rated as **Highly satisfactory**. This concerns the extent of achievement of objective and outcomes, or likelihood of being achieved: The project has achieved what it set out to do, any shortcomings in this are largely due to the project’s design, which was reasonable for a second-generation mainstreaming project, and in many ways these shortcomings have been overcome by the project’s (especially the PCU) efforts. A significant but unstated risk of a mainstreaming project is that it can degenerate into grant disbursement exercise which dispersing “good things”, especially at the site level that ordinarily cannot be afforded. The BITS project has studiously avoided falling into this trap and every intervention can be seen as an integral part of the project’s overall mainstreaming strategy (see **Section 3.3.3**).

166. A remarkable feature of the project has been the efficiency with which it has achieved its objective. In reality the project had four modest sums (“pots”) of money to spend; three “pots” for the sites and one “pot” for the national enabling environment. The PCU has guarded these “pots” by taking time to carefully think through initiatives, ensuring that the partners are fully “onboard” with an intervention, careful drafting of TORs, selection of Consultants, *ad infinitum*. This has been no small feat by the PCU and partners because projects are inherently inefficient, complex project even more so. However, the BITS project, especially the PCU gives the impression of *being* in control while not *controlling* the process.

167. In the first half of the project progress, although reasonable for a complex project, was slowed. The TE recognises that this was an inevitable part of the project as the partners were encountering

situations for which solutions lay outside the current way of operation, and possibly, thinking (see **section 3.1 Box 1**). The inclusion of a cognitive tool or mechanism in the project's design would be one way to have increased the efficiency of this process. However, the TE has not encountered any other projects that have included such a tool from the beginning and there was no project reserve available to retrofit such a tool.

168. Therefore, as the project draws to a close it is reasonable to declare that it represents good **value for money**.

3.3.4 Country Ownership

169. As stated already in this report there is ample evidence to support the country, institutional and even individual ownership of the project process, products and outcomes.

170. The challenge of balancing economic development against safeguarding environmental resilience is understandably something that is exercising policy formulation in Jordan. Nationally there are significant economic development challenges and the country, by way of its geographic location has a fragile ecosystem in a region that is already being impacted by the effects of climate change, which are predicted to get worse.

171. While this is always in the back of all the partners minds, the project outcomes now speak to the more direct institutional or agency agendas as well, which is important considering that several of them might reasonably claim that biodiversity is at least secondary to their principle mandate (e.g. tourism, local government and economic development⁵⁰). The project has made biodiversity, through linking it to economic development, land use planning and aspects of the tourism product *per se* (for instance product diversification, added value to sites, etc.).

172. Therefore, it is not important to demonstrate that there is clear country ownership of the project and its outcomes, but rather, to document why and how this has happened.

173. Part of this is directly due to the UNDP's special relationship in Jordan, especially as it relates to environmental issues. The receptiveness of the partners has also played a part in this. Clearly the project has helped each partner in some way, either through assisting with land use planning, developing the SEA and the BIMS, or direct assistance to specific sites for which they are responsible. However, that is not strictly mainstreaming and the partners have taken the project products and made them their own integrating them into their working practices, which is mainstreaming.

174. The TE concludes that the very high level of country ownership has been catalysed by the PCU. The word "*catalysed*" is used deliberately because it has worked to great effect to encourage the partners informing decision-making but never making the decisions on their behalf. While it would not be possible without the UNDP CO and project partners, the PCU has provided the catalyst and, in good order, just like a catalyst, its success has led to its redundancy; at least where that is related to the project's outcomes and objective.

3.3.5 Mainstreaming

175. *Mainstreaming* in the context of the evaluation guidelines relates to the degree that the project outputs and outcomes (the processes and practices) have become embedded in the policy and regulatory framework, institutional organisation and working practices of the country in order that they will persist after the project ends.

176. The project has clearly achieved this and there is ample evidence that those components that require additional support are, through consultation with partners, UNDP CO, and other projects, being found support beyond the life of this project.

177. In terms of meeting core values of the UNDP it is clear from this report that the project meets social, economic and environmental issues in many ways, they are self-evident. Furthermore, as the

⁵⁰ The MoEnv and RSCN are the only partners who would have biodiversity at the core of their mandate.

MTR notes it covers many of the 2013 – 2017 UNDAF outcomes. Admittedly there was no gender engagement plan in the original Project Document. The MTR notes that the project document includes this passage:

“According to the Project Document, this project will focus on engendering the active participation of women in these efforts through collaboration with community-based women’s associations, aiming to reduce the rates of women’s unemployment in the tourism regions/zones to reach at least the national standard of 25% (the unemployment rate of women in the Petra region is 60%)”.

178. The MTR further notes that:

“Some of the positive aspects of the project in relation to gender issues include:

- The project is witnessing more and more direct involvement of Woman, this can be evidence by the fact that more than 50% of the project consultants and project assignment leaders are women.*
- The SEA team leader is woman*
- The LUP team leader for Rum site is a woman*
- LUP team leader for Dibbin site is a woman*
- LUP consultant for Petra site is women;*
- The PCG is headed now by a woman (MoMA focal point) and three out of five members of PCG are women.*

The project is working with other UNDP projects in order to involve Petra local women association in order to empower them and be able to produce some product that highly demanded by tourism sector in Petra area”.

179. The TE is satisfied that the BITS project; *did not* further disadvantage women, *has* actively, where possible, supported the aspirations of women in the tourism sector and *has* positively promoted (within the limitations of its budget) women’s involvement in the outcomes.

180. The TE notes that women’s rights and empowerment are important in their own right, furthermore, women play an important role in the management of biodiversity and in rural circumstances women often have a high dependency on biodiversity and other natural resources for their livelihood security and its sustainable management is of real and practical concern to them. While the statements made in the Project Document are true, there was no specific budget allocation to gender mainstreaming and, notwithstanding the efforts of the project in this area, things go further in a project when there is a budget allocation attached from the conceptual stage.

3.3.6 Sustainability

181. The sustainability of the projects objective and outcomes is rated **Likely**. The four dimensions of sustainability are rated in **Table 16**, with evidence provided alongside.

3.3.7 Impact

182. Impacts, as defined by the UNDP-GEF guidance⁵¹ are something of a gamble by an evaluator. There are two points worth noting: i) like indicator 11, project timeframes and ecological change are

⁵¹ Project impacts are defined in the 2012 UNDP Guidance for Terminal Evaluation of GEF-funded and UNDP-implemented Projects as: Actual or anticipated, positive or negative changes in global environmental benefit, as verified by environmental stress and/or status change, and also taking into account sustainable development impacts, including changed livelihoods.

operating on different levels. Positive or negative changes in an ecosystem that can be correlated with project intervention will occur long after the project has closed. Even then, attributing change to the project intervention, at this scale, is problematic; ii) socio-ecosystems, at the scale that a GEF project is intervening, are unpredictable, *certainty* is illusory and dangerous as it precludes adaptive management. The most an evaluator can offer is a “*best guess*” as given in **Table 16**. The project impact is rated as **Significant**.

4 Conclusions, Recommendations and Lessons

4.1 Conclusions

183. The BITS project has been successful and has achieved its outcomes and objective. Regardless of the TE’s misgivings about how impacts might be measured or predicted, it has produced a number of very good outputs and had a significant and positive impact, which is likely to continue long after the project closes. In terms of “*best*” and “*worst*” practices the TE avoids answering these questions with a list of good and bad things the project has done, although it is reasonable to say that the *good* far outweigh any *bad*. This would be patronising for the PCU and partners; and it would miss an important aspect of why this project has done well.
184. The reality, and the lesson is this: the BITS project was, for all intents and purposes a normal UNDP-GEF project, arguably a “second generation” mainstreaming project; it has had the normal protracted design phase and has in many ways been subject to the normal stresses and strains which all projects are subject to (e.g. *inter alia*, a regional security crisis, a downturn in the tourism sector, the early resignation of a Project Coordinator).
185. Therefore, there was a reasonable (but not brilliant) project design, there was a normal budget allocation and there were the usual overly high expectations of what might be achieved with this. This overselling of project’s expectations appears to be a necessary component of the way in which project’s compete for financing and does no favours to the project’s chances of reaching its objective, as does the inclusion of overinflated co-financing commitments⁵².
186. The less usual aspect of this project has been the manner in which it has responded to these normal, to be expected but not predicted, events; any one of which could easily have derailed the project. A remarkable aspect is that the project has on occasions, managed to turn these events to its advantage (for instance the downturn in tourism numbers to the region which so negatively impacted revenues focused minds on the need to diversify the national tourism product).

4.2 Recommendations

187. The TE makes a number of measured recommendations and cautiously draws lessons from the project.

4.3 Corrective actions for the design, implementation, monitoring and evaluation of the project

The use of biological indicators: On the surface it would seem reasonable to include biological indicators in the monitoring and evaluation of what is, after all, a biodiversity project. However, any allusions to “SMARTness” is spurious. The situation is made worse when “flagship”, “keystone” or rare species are selected. The reality is that in order to understand what is happening there needs to be a detailed and historical study of the any population, an understanding of life cycles, recruitment,

⁵² For the avoidance of doubt the TE is not referring to the cash commitments. The TE is satisfied that these were genuine commitments which, due to externalities, the agencies were simply unable to commit at the time. The TE is referring to the inclusion of the large “headline” numbers of in-kind financing that are included in every GEF project document.

mortality. Even if this information already exists, given the mismatch between ecological and project timeframes, attributing any changes to project interventions is also spurious. Furthermore, survey is expensive. Using proxy indicators is much more practicable, they are more sensitive and there is likely a closer, demonstrable, correlation between an intervention and any change in indicator status.

The PMU was underfunded. A 10 % cap on PCU/PMU costs ignores the role that a project's management makes in driving/catalysing a process. This is the difference between a technical fix and an adaptive change. In reality the Project Document provides a broad strategic solution to the "problem", nested in a complex mainstreaming⁵³ project such as the BITS project are a multiplicity of smaller, inter-connected problems for which there may be no easy solutions to. Addressing adaptive challenges requires trying solutions that are new and maybe quite different. Inherent in addressing adaptive challenges are the need to become comfortable with not knowing what the next move might be, dealing with uncertainty. It is the PCU/PMU that absorbs these uncertainties⁵⁴. PMC/PCU costs should reflect the complexity and institutional and spatial scale of the project. They should explicitly recognise the technical and facilitation role of the management unit. In GEF projects PMU serves a technical role and not just an administrative role.

Complex projects such as mainstreaming require a tool or mechanism to provide a structured framework for cognitive⁵⁵ process driven by the project. The project operates across a multiplicity of temporal, spatial and institutional scales. Partners are likely to encounter situations for which solutions lie outside the current way of operation, and possibly, thinking and applying existing procedures and understanding does not necessarily provide the solution needed. There is nothing in the project's design that captures this experience and allows the partners to work through the plausible outcomes of different interventions.

4.3.1 Actions to Follow Up or Reinforce Initial Benefits from the Project

188. A number of the interventions that have been begun by the project will require a home after the project's closure. This is not to say that they have not been successfully implemented by the project, but rather that they still need time to mature or, that their benefits are such that it is desirable to upscale them through other projects or existing government programmes:

- the UNDP GEF MSB Project which will take on a number of initiatives started by the BITS project;
 - linking the certification / labelling schemes to avoid duplication and confusion (MTR and management response recommendation⁵⁶: The need to move ahead with Certification and 'Green Labelling' in the tourism sector;
 - jointly agreeing legacy arrangements for other BITS project achievements;
- land use planning at the municipal level beyond the project's selected sites with MOMA;
- other UNDP initiatives such as the Country Office livelihood and social cohesion initiatives;
- the UNDP environment project RIO "Mainstreaming RIO Convention's Provision's in National Sectoral Policies of Jordan";

⁵³ Not just in mainstreaming but in every project addressing change in socio-ecosystems.

⁵⁴ The MTR picked up on this and recommended that an additional technical assistant should be engaged. The TE disagrees with this in as much as the PCU was not technically challenged, it was just under-resourced financially, materially and in its headcount.

⁵⁵ Of, relating to, being, or involving conscious intellectual activity (such as thinking, reasoning, or remembering)

⁵⁶ Annex 8.

- the GEF/SGP small grants programme with support to Wadi Rum, Dibeena PA and Petra;
- the two MoUs between Serbia and Jordan for academic and environmental collaboration;
- the Global Green Growth Initiative (GGGI) project;
- MoEnv to follow up with the World Tourism Organisation (WTO) to apply the certification scheme through the TGU (an Action Plan has already been submitted);
- Training is provided (probably through an existing UNDP-GEF mainstreaming biodiversity related project) for TGU employees on monitoring and validating certification schemes.

189. Further, UNDP should consider setting up a working group to examine how biodiversity and ecosystem resilience can be mainstreamed into other sectors of the economy such as infrastructure, agriculture and the extractive industries with clear cause and effect linkages to, health, ecosystem services delivery, and the fiscus. The TE is aware that one logical conclusion from this would be a broader-based mainstreaming project and is largely in line with three recommendations from the MTR and MTR management response namely: i) *A 'Sustainability Strategy' High Level Round-Table in order to agree on way forward for sustainability of project achievements and to review possible next implementation stage for submission to GEF;* ii) *Development of a new Concept for a 'next-phase' project focusing on Implementing the Biodiversity Mainstreaming Process and Enhancing/Restoring Biodiversity* and; iii) *Institutionalisation of the SEA process and harmonisation of the EIA process with supportive legislation.*

4.3.2 Proposals for Future Directions Underlining Main Objectives

190. TE has made much of the absence of a cognitive tool or mechanism support the less-tangible outcomes of the project. The purpose of such a tool is to strengthen the process through which individual and institutions understand the system which they are managing. The TE recommends scenario planning. Scenario planning⁵⁷ is an approach which can be applied to complex situations and also as a means to affect the cognitive processes of participants, in other words it can change the way people think about a problem.
191. Scenario planning is a planning methodology that has its origins in post-World War II military thinking where strategic military planners used scenarios to examine the threats posed to the Western Alliance by the Warsaw Pact countries. It was later applied to business planning by Pierre Wack at the multinational corporation, Shell Oil, to examine the threats and opportunities faced by Shell in the energy sector during the early 1970's. The use of scenarios greatly assisted Shell in its business operations during the 1973 "oil crisis" resulting in Shell considerably improving its own position in the oil industry during a period of great uncertainty.
192. Scenarios were also used as a tool for conflict resolution during South Africa's transition from Apartheid to a new democratic disposition in the early 1990's. In this instance, the use of scenarios firstly assisted in convincing senior policy makers in the (old) South African government of the inevitability of change and secondly assisted the range of political stakeholders in visioning the future of a democratic South Africa and the possible consequences of not accepting a peaceful and democratic transition to the "new" South Africa.
193. In the environmental sector the use of scenario planning is a relatively recent development. Scenario planning was used in the Millennium Assessment report to evaluate global environmental threats and highlight the need for alternative actions to prevent catastrophic environmental and ecological events.

⁵⁷ Scenario planning has already been successfully used in the UNDP-GEF MPCP in South Sinai to assist in the development of a CBNRM system and has also been used for protected areas policy development and management planning in the UNDP-GEF BCPAM project in Syria.

194. The core of scenario planning is the identification of those elements that are shaping events or systems. These elements, known as “drivers”, interact with each other often at different physical and temporal scales. Most conventional planning systems are based on the assumption that drivers are constant (or predictable) and yet because of their interaction drivers are invariably in a state of change; and this is often unpredictable. Sometimes this change is quick and at other times the change may be slower. Scenario planning is based on understanding what constitutes the current system drivers and the cause and effect relationship between the drivers. This understanding also helps to understand the scale (both physical and temporal) and impact that various drivers have on a system. Once the drivers are identified and their relationship understood, scenario planning provides a methodology for examining how the drivers might possibly interact in the future. Since driver interactions in socio-political, economic and environmental systems are complex the scenario planning process attempts to analyse possible and plausible future driver relationships rather than creating predicted futures.
195. Scenario planning does not replace conventional planning. Rather it helps the participants to place their plans in the complex and unpredictable context of the system and project those plans into the future. For a country like Jordan with numerous environment projects operational at any one time, scenario planning, as a donor-government initiative, could serve to bring these initiatives together.

4.4 Lessons

4.4.1 Best and Worst Practices in Addressing Issues Related to Relevance, Performance and Success

196. The TE did not identify any bad practices within the project. All projects are subject to stresses and strains and this project has witnessed its own share of trials, however, it has coped with them well and maintained the partnership, never making a drama out of a crisis, in control but not controlling the process.
197. To try to identify best practices would be misleading because what has resulted in this project’s success are essentially things that should take place in all projects, a supportive PEB, willing partners, clear monitoring and evaluation and feedback, good use of the inception phase and MTR, a willingness to make changes based on evidence, good work planning and cost-estimating, careful design of consultancies, drafting of TOR and review of outputs; all good stuff and highly efficient. Of course, it hasn’t been easy and this paragraph glibly ignores the hard work and commitment that has made this project a success.
198. If the TE was to extract one lesson from this; it is the way the project partners have allowed the PCU time to build these coalitions between partners, something which is easily overlooked in a Project Document which assumes these conditions exist before the project and overlook the workload that this places on the PCU as the pivotal point in the project. An interesting comment by the PCU was that, as a policy, the PCU was scrupulously, and sometimes brutally, honest with the project partners; about budgets, about expectations, all aspects of the project. This has been appreciated by everyone involved in what could have been an extremely fractured project given the complex partner arrangements. There was significant *trust* within the project, between the partners (government, para-statal, NGO, communities, private sector) as well as within the management hierarchy. This cannot be prescribed within a Project Document, rather it needs to be grown organically once the project has started, as was the case in the BITS project. *Trust* is a key component of any governance system as it is in any commerce or other enterprise. Trust increases efficiency and significantly reduces transaction costs. Quite how this is included in a Project Document is beyond the competencies of this TE.

5 Annexes

Annex 1 Terms of reference

Terminal Evaluation Terms of Reference

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the *project “Mainstreaming Biodiversity Conversation into Tourism Sector in Jordan”* (PIMS# 4587).

The essentials of the project to be evaluated are as follows:

Project Summary Table

Project Title:	Mainstreaming Biodiveristy Conservation into Tourism Sector in Jordan			
GEF Project ID:	4587		<u>at endorsement</u> <u>(Million US\$)</u>	<u>at completion</u> <u>(Million US\$)</u>
UNDP Project ID:	00086109	GEF financing:	2,700,000	
Country:	Jordan	IA/EA own:	500,000	
Region:	Arab States/Jordan	Government:	20,067,398	
Focal Area:	Biodiversity	Other:	2,142,945	
FA Objectives, (OP/SP):		Total co-financing:	22,710,343	
Executing Agency:	PDTRA, ASEZA, RSCN, MOTA, MOMA	Total Project Cost:	25,410,343	
Other Partners involved:	MoEnv, MOPIC	ProDoc Signature (date project began):		13 Jan, 2014
		(Operational) Closing Date:	Proposed: 31/12/2017	Actual: 31/12/2018

Objective and Scope

The Mainstreaming Biodiversity in the Tourism Sector Development in Jordan Project is a GEF/UNDP project commenced in January 2014. The four years project aim is to make the consideration of biodiversity a fundamental part of everyday planning and development for tourism in Jordan. More specifically, the Project Objective is:

“Biodiversity conservation objectives are effectively mainstreamed and advanced into and through tourism sector development in Jordan”.

The project executed jointly by a number of national institutions namely, the Ministry of Tourism and Antiquities (MoTA), the Ministry of Municipal Affairs (MoMA), the Petra Development and Tourism Region Authority (PDTRA), the Royal Society for the Conservation of Nature (RSCN) and the Aqaba Special Economic Zone Authority (ASEZA). The project is further coordinated with the Ministry of Planning and International Cooperation (MoPIC) and the Ministry of Environment (MoEnv).

The project scope includes three components, each reflected in one strategic outcome as follows:

Outcome 1: Regulatory and enforcement framework in place to avoid, reduce, mitigate and offset adverse impacts of tourism on biodiversity.

Outcome 2: Institutional capacities for planning, monitoring and enforcement strengthened in Jerash, Petra and Wadi Rum landscapes so as to manage the impacts of tourism development on biodiversity within ecologically valuable and sensitive areas.

Outcome 3: Improved management effectiveness particularly in revenue generation, tourism planning and management, and community relations in Dibbin, Shoubak and Wadi Rum Protected Area.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

Evaluation approach and method

An overall approach and method⁵⁸ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR ([Annex C](#)) The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to Jordan including the following project sites; Wadi Rum PA, Dibbin PA and Petra. Interviews will be held with the following organizations and individuals at a minimum:

- UNDP CO
- Project team
- Ministry of Tourism and Antiquities (MOTA)
- Ministry of Municipal Affairs (MOMA)
- Petra Development and Tourism Region Authority (PDTRA)
- Royal Society for the Conservation of Nature (RSCN)
- Aqaba Special Economic Zone Authority (ASEZA)
- Ministry of Planning and International Cooperation (the GEF focal point)
- Ministry of Environment

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the

⁵⁸ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex B](#) of this Terms of Reference.

Evaluation Criteria & Ratings

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see [Annex A](#)), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact**. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in [Annex D](#).

Evaluation Ratings:			
1. Monitoring and Evaluation	rating	2. IA& EA Execution	Rating
M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	rating	4. Sustainability	Rating
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental:	
		Overall likelihood of sustainability:	

Project finance / co-finance

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

Co-financing (type/source)	UNDP own financing (mill. US\$)		Government (mill. US\$)		Partner Agency (mill. US\$)		Total (mill. US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Actual	Actual
Grants								
Loans/ Concessions								
In-kind support								
Other								
Totals								

Mainstreaming

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

Impact

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.⁵⁹

Conclusions, recommendations & lessons

The evaluation report must include a chapter providing a set of **conclusions, recommendations and lessons**.

Implementation arrangements

The principal responsibility for managing this evaluation resides with the UNDP CO in Jordan. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

Evaluation timeframe

The total duration of the evaluation will be 25 days according to the following plan:

Activity	Timing	Completion Date
Preparation	5 days	Oct 7 th . 2018
Evaluation Mission	5 days	Oct., 14 th , 2018
Draft Evaluation Report	12 days	Oct 31 st , 2018
Final Report	3 days	Nov 3rd, 2018

Evaluation deliverables

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
Presentation	Initial Findings	End of evaluation mission	To project management, UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs
Final Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

Team Composition

The evaluation team will be composed of an international evaluator. The consultants shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. The evaluator selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

⁵⁹ A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROTI) method developed by the GEF Evaluation Office: [ROTI Handbook 2009](#)

The Team members must present the following qualifications:

- Minimum 15 years of relevant professional experience
- Knowledge of UNDP and GEF
- Previous experience with results-based monitoring and evaluation methodologies;
- Technical knowledge in the targeted focal area(s)

Evaluator Ethics

Evaluation consultant will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the [UNEG 'Ethical Guidelines for Evaluations'](#)

Payment modalities and specifications

(this payment schedule is indicative, to be filled in by the CO and UNDP GEF Technical Adviser based on their standard procurement procedures)

%	Milestone
20%	Upon submitting working plan
40%	Following submission and approval of the 1ST draft terminal evaluation report
40%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

Annex A: Project Logical Framework

Logical Framework and Objectively Verifiable Impact Indicators

This project will contribute to achieving the following Country Programme Outcome as defined in CPAP or CPD:					
Government and national institutions have operationalized mechanisms and improved capacities to develop and implement strategies and plans for targeted key environmental and disaster risk reduction issues facing Jordan and support a transition to a Green Economy					
Country Programme Outcome Indicators: 1) % change of protected areas covered by funded management plans (baseline, target). 2) Strategies and plans developed and implemented for agreed key environment and DRR issues and relevant laws reviewed and updated, Policy relevant and implementation capacities of staff in targeted institutions improved, Communities are more resilient as a result of effective efforts from government and relevant actors					
Primary applicable Key Environment and Sustainable Development Key Result Area : 1. Mainstreaming environment and energy					
Applicable GEF Strategic Objective and Program: BD2 and BD1					
Applicable GEF Expected Outcomes: <u>Outcome 2.1:</u> Increase in sustainably managed landscapes and seascapes that integrate biodiversity conservation; <u>Outcome 2.2:</u> Measures to conserve and sustainably use biodiversity incorporated in policy and regulatory frameworks; Outcome 1.2: Increased revenue for protected area systems to meet total expenditures required for management					
Applicable GEF Outcome Indicators: Indicator 2.1: Landscapes and seascapes certified by internationally or nationally recognized environmental standards that incorporate biodiversity considerations (e.g. FSC, MSC) measured in hectares and recorded by GEF tracking tool. Indicator 2.2: Policies and regulations governing sectoral activities that integrate biodiversity conservation as recorded by the GEF tracking tool as a score. Indicator 1.2: Funding gap for management of protected area systems as recorded by protected area financing scorecards					
	INDICATOR	BASELINE	END OF PROJECT TARGETS	SOURCE OF INFORMATION	RISKS AND ASSUMPTIONS
Project Objective⁶⁰ : Biodiversity Conservation Objectives are Effectively Mainstreamed and Advanced into and through tourism sector development in Jordan	Consideration of biodiversity in plans and policies for tourism development by government, planning authorities and the private sector	No explicit reflection of biodiversity priorities	At least 80% of known and available plans and policies for tourism development incorporate biodiversity priorities	Review of available documents	Assumptions: Awareness and sensitivity to the values of biodiversity to the tourism industry in Jordan, and the potential impact of tourism on biodiversity, are key ingredients of “mainstreaming”. When awareness and sensitivity reach an effective critical level among government officials, tourism operators and others in the private sector, the reduction of impact on biodiversity will be evident. Risks: The risk is that the project timescale is too short for mainstreaming to occur and the project will mitigate against this by putting in place a robust sustainability
	Percentage allocation for biodiversity conservation in tourism development proposals	While energy and water feature in environmental considerations at present, biodiversity does not	100% of proposals for tourism development consider biodiversity conservation seriously	Review of EIAs and other documentation	
	Hectares of landscape where impacts on	No planning provisions for the protection of	Some 180,000 hectares covered by biodiversity-friendly land-use plans	Published land-use plans and annual	

⁶⁰ Objective (Atlas Output) monitored quarterly ERBM and annually in APR/PIR

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	biodiversity are avoided, mitigated or offset	biodiversity outside formal PAs	effectively preventing impact on biodiversity	reports of planning authorities	strategy for its products, services and benefits.
	Total annual revenue earned from tourism operations in targeted PAs	Dibeen Forest Reserve: US\$ 43,000 Wadi Rum PA: US\$ 976,467 Shoubak Proposed PA not yet established	An increase of 50% or more to the following levels – Dibeen Forest Reserve: US\$64,500 Wadi Rum PA: US\$1,464,700 Shoubak Proposed PA: at least 50% of its operating costs at least in the beginning	PA Annual Financial Reports	The selected Indicators will serve to confirm whether a good enough foundation has been laid.
Outcome 1⁶¹: Regulatory and enforcement framework in place to avoid, reduce, mitigate and offset adverse impacts of tourism on biodiversity	The place of biodiversity in the legal and procedural framework for tourism planning, development and operations	Biodiversity considerations are currently absent from the framework.	An obvious and meaningful biodiversity element/s in the legal and procedural framework for tourism planning, development and operations	Review of legal and procedural framework	Assumptions: The Outcome seeks results - “avoidance, reduction, mitigation and offsetting” and it is assumed that a regulatory and enforcement framework will achieve this. Risks: The risk that the framework may not lead to the desired results is low and the likelihood is reduced further through the economic incentives and disincentives that will be developed by the project and the fact that the framework will be developed with the full participation of the private sector.
	Application of the new Biodiversity-friendly guidelines for the EIA Process	No such guidelines exist	All new developments / hotels / roads/ etc apply new Biodiversity-friendly guidelines for the EIA Process	EIA Reports and Annual Report of the MoENV	
	Percentage of tourism establishments in project localities that are biodiversity-friendly according to the MoTA Certification Scheme	0%	At least 50%	Review of MoTA certification approval data	
	Outputs: 1.1 A Strategic Environmental Assessment (SEA) for tourism development to inform biodiversity considerations in land-use planning - defining spatial areas where development should be avoided; where it may be permitted subject to management controls, and what mitigation and offset requirements are needed. 1.2 A biodiversity-friendly tourism charter including a set of standards developed tested and adopted for the MoTA certification schemes for hotels, eco-tour operators, eco-lodges and environmental camp sites. 1.3 An effective system of penalties for breaches of permit conditions in the tourism sector developed, adopted and publicized reflecting the new Biodiversity-friendly certification system. 1.4 Biodiversity guidelines for the EIA Process as it applies to tourism developments and operations with particular focus on off-site and cumulative impacts. 1.5 Economic incentives and disincentives to promote adherence by tourism industry to the reformed policies and regulation.				
Outcome 2: Institutional capacities for	Extent of land area for which integrated land-use plans that deliver biodiversity benefits outside	Current land area covered by biodiversity-sensitive LUPs is nil	180,000 hectares covered by integrated land-use plans	New or reviewed land-use plans	Assumptions: The Outcome assumes that “management of the impacts of tourism”

⁶¹ All outcomes (Atlas Activity) monitored annually in the APR/PIR

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planning, monitoring and enforcement strengthened in Jerash, Petra and Wadi Rum landscapes/development zones, so as to manage the impacts of tourism development on biodiversity within ecologically valuable and sensitive areas	PAs are developed and under implementation				can be obtained through stronger capacities for planning, monitoring and enforcement.
	Capacity development indicator score for mainstreaming biodiversity in Jordan ⁶²	Overall score: 43%	Overall score: > 60%	Project review of Capacity Development Indicator Scorecard	
	Increase in land area where threats to ecologically sensitive areas from tourism activities are controlled	0 ha	Jerash Governorate: Aleppo Pine (<i>Pinus halepensis</i>) Forests 6,200 ha Petra Region: Hisheh Forest (<i>Quercus coccifera</i>) 300 ha Wadi Rum Landscape: Sand Dune vegetation (<i>Haloxylon persicum</i>) type – 8,900 ha ⁶³	Ecological surveys that will be carried out at the beginning of the project and updated at least twice in the life of the project	In focussing on particular ecosystem types and particular species, care will be taken to attribute any changes to the correct influences.
	Populations of the following indicator species across the landscape (inside and outside PAs) remain stable: Jerash Governorate: <i>Lacerta media</i> Petra: <i>Vulpes cana</i> Wadi Rum: <i>Caracal caracal</i>	Baseline populations ⁶⁴	No decrease over baseline values	Ecological surveys that will be carried out at the beginning of the project and updated at least twice in the life of the project	
	Level of credibility of licensing and permitting authorities who sanction and regulate tourism developments	Survey to confirm and document credibility level in the eyes of stakeholders (primarily the tourism sector)	Enhanced credibility of licensing and permitting authorities as a result of an improved basis for decision-making arising from sound data and information and effective monitoring system	Repeat survey	
	Outputs: 2.1 Biodiversity Information Management System (BIMS), founded on initial ecological surveys to inform Land-Use Plans, serve as a platform for decision-making, and as a source of up to date knowledge on biodiversity. 2.2 Comprehensive land-use plans based on BIMS and covering Jerash Governorate, PDTRA territory, the Shoubak proposed PA and its buffer zone, and the Greater Wadi Rum Landscapes/Development Zones to set development limits so as to protect biodiversity.				

⁶² See Annex 4.

⁶³ The above targets for the land area where tourism practices will be controlled are only indicative at this stage. By the end of year 1, once detailed biodiversity inventories are collected and ecologically sensitive areas are mapped against tourism impact information, a clearer picture will emerge of the areas in the three localities where conflicts are present and practices need to be modified. The targets will therefore be modified once this information is available.

⁶⁴ Baseline populations figures will be provided once the biodiversity inventories are completed in the three localities by year 2 of the project.

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	2.3 Biodiversity Monitoring System to update and maintain the BIMS, identify trends and ensure that any changes in biodiversity-important areas remain within acceptable limits; to include remedial measures that will be triggered by the monitoring. Include the use of indicator species as appropriate. 2.4 Improved enforcement of land use development constraints geared to protecting biodiversity. 2.5 Effective interpretation and information facilities at vantage points to inform visitors about the values and vulnerabilities of ecological resources and the consequences (ecological and legal) of not adhering to limits and regulations.				
Outcome 3: Improved management effectiveness particularly in revenue generation, tourism planning and management, and community relations in Dibeen, Shoubak and Wadi Rum Protected Areas	METT scores in each of Dibeen, Shoubak and Wadi Rum PAs	Scores obtained during PPG are: Dibeen 58% Shoubak 48% Wadi Rum 67%	Improvements expected in effectiveness in revenue generation, tourism planning and management and community relations, leading to an improvement in METT scores of around 8-10%.	Repeat METT prior to Terminal Evaluation	Assumptions : The Outcome assumes that improved revenue generation, better tourism planning and management, and better community relations, equate to an improvement in management effectiveness at each of Dibeen, Shoubak and Wadi Rum PAs Risks: If the planned outputs are indeed obtained through the project there is very little or no risk that the outcome will not be achieved.
	Financial security and sustainability of PAs	The three PAs (less so with Wadi Rum) currently rely almost entirely on government grants and/or development aid as sources of finance	Increase the level of financial resources that are generated on site (and not reliant on government budget or development aid) to 50%	PA Annual Report and FSC scores	
	Outputs: 3.1 PA Management Advisory Boards for promoting increased involvement of the private sector and local community in PA management. 3.2 Dibeen PA, Shoubak PA and Wadi Rum PA Management Plans revised to reflect the principles espoused in the new Land Use plans and the benefits from new BIMS and Monitoring System. 3.3 Visitor management capabilities (to reduce impact on biodiversity) in Dibeen, Shoubak and Wadi Rum PAs, enhanced through improved visitor facilities, better trained rangers and eco-guides, and improved management capacities, to expand visitor attractions and improve visitor experience while reducing impact on biodiversity in sensitive areas. 3.4 Business plans for Dibeen, Shoubak and Wadi Rum PAs.				

Annex B: List of Documents to be reviewed by the evaluators

1. Project document
2. Midterm Review report
3. Inception report
4. PCG minutes of meeting
5. PEB minutes of meeting
6. GEF Tracking tools (METTs, scorecards, etc)
7. PIR reports
8. Sample from the project activities report
9. Any other important document.

Annex C: Evaluation Questions

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
• How and why have project outcomes and strategies contributed to the achievement of the expected results? Have the project outcomes contributed to national development priorities and plans?	• tbd ⁶⁵	• tbd	• tbd
• Are the project's objectives and components clear, practicable and feasible within the project's timeframe?	• tbd	• tbd	• tbd
• Were the capacities of executing institutions and counterparts properly considered when the project was designed?	• tbd	• tbd	• tbd
• Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry?	• tbd	• tbd	• tbd
• What are the underlying factors beyond the project's immediate control and to what extent they have influenced outcomes and results? How appropriate and effective were the project's management strategies for these factors.	• tbd	• tbd	• tbd
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
• To what extent have the project objectives and outcomes, as set out in the Project Document, project's Logical Framework and other related documents, have been achieved?	• tbd	• tbd	• tbd
• Review planned strategies and plans for achieving the overall objective of the project within the timeframe.	• tbd	• tbd	• tbd
• Were the assumptions made by the project right and what new assumptions that should be made could be identified?	• tbd	• tbd	• tbd
• Were the project budget and duration planned in a cost-effective way?	• tbd	• tbd	• tbd

⁶⁵ tbd – to be determined by consultant in consultations with the project team

<ul style="list-style-type: none"> How and to what extent have implementing agencies contributed and national counterparts (public, private) assisted the project? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
<ul style="list-style-type: none"> How useful was the logical framework as a management tool during implementation and any changes made to it? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
<ul style="list-style-type: none"> Were the risks identified in the project document and PIRs the most important and the risk ratings applied appropriately? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
<ul style="list-style-type: none"> How and to what extent have project implementation process, coordination with participating stakeholders and important aspects affected the timely project start-up, implementation and closure? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
<ul style="list-style-type: none"> Do the outcomes developed during the project formulation still represent the best project strategy for achieving the project objectives? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
<ul style="list-style-type: none"> How have local stakeholders participated in project management and decision-making? What are the strengths and weaknesses of the approach adopted by the project? What could be improved? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
<ul style="list-style-type: none"> Does the project consult and make use of skills, experience and knowledge of the appropriate government entities, NGOs, community groups, private sector, local governments and academic institutions in the implementation and evaluation of project activities? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
<ul style="list-style-type: none"> Was project sustainability strategy developed during the project design? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
<ul style="list-style-type: none"> How relevant was the project sustainability strategy? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
<ul style="list-style-type: none"> Are there any financial risks that may jeopardize sustenance of project outcomes? What is the likelihood of financial and economic resources not being available once the GEF assistance ends (resources can be from multiple sources, such as the public and private sectors, income generating activities, 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd

and trends that may indicate that it is likely that in future there will be adequate financial resources for sustaining project's outcomes)?			
<ul style="list-style-type: none"> Are there any social or political risks that may jeopardize sustenance of project outcomes? What is the risk that the level of stakeholder ownership will be insufficient to allow for the project outcomes/benefits be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there a sufficient public/ stakeholder awareness in support of the long term objectives of the project? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
<ul style="list-style-type: none"> How has the project contributed to the reduced environmental stress and/or improved ecological status? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd
<ul style="list-style-type: none"> Are the project outcomes contributing to national development priorities and plans? 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd 	<ul style="list-style-type: none"> tbd

Annex D: Rating Scales

<i>Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution</i> 6: Highly Satisfactory (HS): no shortcomings 5: Satisfactory (S): minor shortcomings 4: Moderately Satisfactory (MS) 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major problems 1. Highly Unsatisfactory (HU): severe problems	<i>Sustainability ratings:</i> 4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	<i>Relevance ratings</i> 2. Relevant (R) 1.. Not relevant (NR) <i>Impact Ratings:</i> 3. Significant (S) 2. Minimal (M) 1. Negligible (N)
<i>Additional ratings where relevant:</i> Not Applicable (N/A) Unable to Assess (U/A)		

Annex E: Evaluation Consultant Code of Conduct and Agreement Form

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form⁶⁶

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: _____

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at place on date

⁶⁶www.unevaluation.org/unegcodeofconduct

Signature: _____

Annex F: Evaluation Report Outline⁶⁷

- i. Opening page:
 - Title of UNDP supported GEF financed project
 - UNDP and GEF project ID#s.
 - Evaluation time frame and date of evaluation report
 - Region and countries included in the project
 - GEF Operational Program/Strategic Program
 - Implementing Partner and other project partners
 - Evaluation team members
 - Acknowledgements
- ii. Executive Summary
 - Project Summary Table
 - Project Description (brief)
 - Evaluation Rating Table
 - Summary of conclusions, recommendations and lessons
- iii. Acronyms and Abbreviations
(See: UNDP Editorial Manual⁶⁸)
1. Introduction
 - Purpose of the evaluation
 - Scope & Methodology
 - Structure of the evaluation report
2. Project description and development context
 - Project start and duration
 - Problems that the project sought to address
 - Immediate and development objectives of the project
 - Baseline Indicators established
 - Main stakeholders
 - Expected Results
3. Findings
(In addition to a descriptive assessment, all criteria marked with (*) must be rated⁶⁹)
- 3.1 Project Design / Formulation
 - Analysis of LFA/Results Framework (Project logic /strategy; Indicators)
 - Assumptions and Risks
 - Lessons from other relevant projects (e.g., same focal area) incorporated into project design
 - Planned stakeholder participation
 - Replication approach
 - UNDP comparative advantage
 - Linkages between project and other interventions within the sector
 - Management arrangements
- 3.2 Project Implementation
 - Adaptive management (changes to the project design and project outputs during implementation)
 - Partnership arrangements (with relevant stakeholders involved in the country/region)
 - Feedback from M&E activities used for adaptive management
 - Project Finance:
 - Monitoring and evaluation: design at entry and implementation (*)
 - UNDP and Implementing Partner implementation / execution (*) coordination, and operational issues
- 3.3 Project Results

⁶⁷The Report length should not exceed 40 pages in total (not including annexes).

⁶⁸ UNDP Style Manual, Office of Communications, Partnerships Bureau, updated November 2008

⁶⁹ Using a six-point rating scale: 6: Highly Satisfactory, 5: Satisfactory, 4: Marginally Satisfactory, 3: Marginally Unsatisfactory, 2: Unsatisfactory and 1: Highly Unsatisfactory, see section 3.5, page 37 for ratings explanations.

- Overall results (attainment of objectives) (*)
- Relevance (*)
- Effectiveness & Efficiency (*)
- Country ownership
- Mainstreaming
- Sustainability (*)
- Impact

4. Conclusions, Recommendations & Lessons

- Corrective actions for the design, implementation, monitoring and evaluation of the project
- Actions to follow up or reinforce initial benefits from the project
- Proposals for future directions underlining main objectives
- Best and worst practices in addressing issues relating to relevance, performance and success

5. Annexes

- ToR
- Itinerary
- List of persons interviewed
- Summary of field visits
- List of documents reviewed
- Evaluation Question Matrix
- Questionnaire used and summary of results
- Evaluation Consultant Agreement Form

Annex G: Evaluation Report Clearance Form

(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)

Evaluation Report Reviewed and Cleared by	
UNDP Country Office	
Name: _____	Date: _____
Signature: _____	_____
UNDP GEF RTA	
Name: _____	Date: _____
Signature: _____	_____

Annex 2 Itinerary

Date	Organisation	Position	Place
21/10/2018			Travel to Amman
22/10/2018			Arrive Amman
22/10/2018	ASEZA	PA manager (WRPA focal person) PA manager assistant	Wadi Rum
22/10/2018	PDTRA	Environment Director (PDTRA focal person)	Petra
23/10/2018	PDTRA	Meeting tour guides	Petra
24/10/2018	MoTA	Director of Tourism license (current PCG chief) TGU unit (MoTA focal person)	Amman
24/10/2018	MoMA	Director for master plans	Amman
24/10/2018	MoPIC	MoPIC focal person	Amman
25/10/2018	RSCN	PA director (RSCN focal person)	Amman
25/10/2018	RSCN	Director Dibeen Protected Area	Dibeen

25/10/2018	UNDP	Environmental Programme (wrap up meeting and feedback)	Amman
25/10/2018	UNDP	Resident Representative	Amman
26/10/2018	PMU	Project Coordinator (PMU wrap up meeting)	Amman
27/10/2018			Return to home base

Annex 3 List of people interviewed

Site	Entity	Name	Position	Contact details
Wadi Rum	ASEZA	Naser Zawaydeh Saleh Al Noeymat	PA manager (WRPA focal person) PA manager assistant	nasser1.zawideh@gmail.com SNoaimat@aseza.jo
Petra	PDTRA	Essa Hasanat	Environment Director (PDTRA focal person)	i.mhasanat@pra.gov.jo
Amman	MoTA	Abeer Mobydeen Nadia Qdah	Director of Tourism license (current PCG chief) TGU unit (MoTA focal person)	abeer.m@mota.gov.jo nadia.q@mota.gov.jo
Amman	MoMA	E. Rowyda Hababbeh	Director for master plans	rowieda.hababbeh@yahoo.com
Amman	MoPic	Awad Harahsheh	MoPIC focal person	awad.a@mop.gov.jo
Amman	RSCN	Maen Smadi	PA director (RSCN focal person)	maen@rscn.org.jo
Amman	RSCN	Yahia Khalid	RSCN Director	Yehya.khaled@rscn.org.jo
Dibeen	RSCN	Mr. Basheer Ayasreh	Dibeen PA Manager	basher@rscn.org.jo
Amman	GGGI	D. Maha Zoubi	Global Green Growth Consultant	mahazubi@gmail.com

Annex 4 List of documents reviewed

- Project document
- Midterm Review report
- Inception report
- PCG minutes of meeting
- PEB minutes of meeting
- GEF Tracking tools (METTs, scorecards, etc)
- PIR reports
- Various project activities report
- Dibeen Business Plan
- Dibeen Management Plan
- Biodiversity Friendly Charter

Annex 5 Evaluation Question Matrix

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
<ul style="list-style-type: none"> How and why have project outcomes and strategies contributed to the achievement of the expected results? Have the project outcomes contributed to national development priorities and plans? 	<ul style="list-style-type: none"> Project design remains relevant in generating global benefits and meeting national conservation & development objectives 	Project Document Strategic Results Framework PIRs Mid-term Review National & sub-national development plans & policies Project Partner feedback <ul style="list-style-type: none"> Evidence of regulatory & policy reform 	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> Are the project's objectives and components clear, practicable and feasible within the project's timeframe? 	Measurement of project's achievements <ul style="list-style-type: none"> Strategic Results Framework fulfills SMART criteria and sufficiently captures added value of the project 	Project Document Strategic Results Framework Indicators PIRs Mid-term Review <ul style="list-style-type: none"> Project Partner feedback 	<ul style="list-style-type: none"> Desk review, interviews, site visits
<ul style="list-style-type: none"> Were the capacities of executing institutions and counterparts properly considered when the project was designed? 	Management arrangements in Project Document and subsequent changes Mobilization of co-financing Partnership arrangements <ul style="list-style-type: none"> Meeting project milestones 	Project Document PIRs Mid-term review <ul style="list-style-type: none"> Minutes of meetings 	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> Were counterpart resources (funding, staff, and facilities), enabling legislation, and adequate project management arrangements in place at project entry? 	<ul style="list-style-type: none"> As above 	As above Project budget <ul style="list-style-type: none"> Project Partner feedback 	<ul style="list-style-type: none"> Desk review, interviews

<ul style="list-style-type: none"> What are the underlying factors beyond the project's immediate control and to what extent they have influenced outcomes and results? How appropriate and effective were the project's management strategies for these factors. 	<p>Degree to which the project has adapted, adaptive management decisions</p> <p>Signs of expedience or effective management response to situations arising</p> <ul style="list-style-type: none"> Assessment of external risks 	<p>Strategic Results framework assumptions</p> <p>Project Document Risk Assessment</p> <p>Inception Report</p> <p>Mid-term Review</p> <p>PIRs</p> <ul style="list-style-type: none"> Project Partner feedback 	<ul style="list-style-type: none"> Desk review, interviews
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
<ul style="list-style-type: none"> To what extent have the project objectives and outcomes, as set out in the Project Document, project's Logical Framework and other related documents, have been achieved? 	<ul style="list-style-type: none"> Achievement of results 	<p>Project Document</p> <p>Strategic Results Framework</p> <p>PIRs (latest)</p> <ul style="list-style-type: none"> Mid-term review 	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Review planned strategies and plans for achieving the overall objective of the project within the timeframe. 	<ul style="list-style-type: none"> Progress towards results as reflected in the PIRs and SRF indicators 	<p>Project Document</p> <p>Strategic Results Framework</p> <p>Inception Report</p> <p>Mid-term Review</p> <p>Multi-year and annual Work Plans</p> <ul style="list-style-type: none"> PSC minutes of meetings 	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> Were the assumptions made by the project right and what new assumptions that should be made could be identified? 	<p>Progress towards results as reflected in the PIRs and SRF indicators</p> <p>Lessons learned from other regional and mainstreaming projects incorporated into project design</p> <ul style="list-style-type: none"> Degree to which assumptions held true 	<p>Project Document</p> <p>Strategic Results Framework</p> <p>PIRs</p> <p>Inception Report</p> <ul style="list-style-type: none"> Mid-term Review 	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Were the project budget and duration planned in a cost-effective way? 	<ul style="list-style-type: none"> Efficient financial delivery 	<p>Financial expenditure reports</p> <p>Combined Delivery Reports</p> <p>PSC minutes of meetings</p>	<ul style="list-style-type: none"> Desk review, interviews, field visits

		PIRs Mid-term and final co-financing report • Feedback during TE mission	
<ul style="list-style-type: none"> How and to what extent have implementing agencies contributed and national counterparts (public, private) assisted the project? 	Partnership arrangements Co-financing Up-scaling and rollout of initiatives • Partnership communications	Mid-term & final co-financing reports Stakeholder engagement plan Communications strategy PSC minutes of meetings Mid-term and final tracking tools (Capacity Development Score Card) Adoption of Guidelines Approval & adoption of certification schemes Land use plans •	<ul style="list-style-type: none"> Desk review, interviews, field visits
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
<ul style="list-style-type: none"> How useful was the logical framework as a management tool during implementation and any changes made to it? 	Timely implementation of adaptive management measures • Project performance throughout project lifetime	Strategic Results Framework Inception Report Mid-term Review PIRs PSC minutes of meetings •	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> Were the risks identified in the project document and PIRs the most important and the risk ratings applied appropriately? 	Degree to which assumptions held true • Management of risks identified in the Risk Assessment	ATLAS • Project Risk Assessment	<ul style="list-style-type: none"> Desk review, interviews, field visits

<ul style="list-style-type: none"> How and to what extent have project implementation process, coordination with participating stakeholders and important aspects affected the timely project start-up, implementation and closure? 	<p>Progress at close of project</p> <ul style="list-style-type: none"> Partnership relations 	<p>Inception Report Mid-term Review PIRs PSC minutes of meetings</p> <ul style="list-style-type: none"> 	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> Do the outcomes developed during the project formulation still represent the best project strategy for achieving the project objectives? 	<p>Remaining barriers to achieving project objective Degree to which project objective has been achieved</p> <ul style="list-style-type: none"> 	<p>Inception Report Mid-term review Implementation of land use plans Protected Areas financing Per centage financial allocation for biodiversity (against energy and water) in tourism development plans Per centage of tourism plans consider biodiversity (seriously!) Application of guidelines</p> <ul style="list-style-type: none"> Extent of land area with integrated land use plans 	<ul style="list-style-type: none"> Desk review, interviews
<ul style="list-style-type: none"> How have local stakeholders participated in project management and decision-making? What are the strengths and weaknesses of the approach adopted by the project? What could be improved? 	<p>Stakeholder engagement plan implementation</p> <ul style="list-style-type: none"> Feedback from stakeholders 	<p>Stakeholder engagement plan (in Project Document) Records of exchange visits, workshop participation</p> <ul style="list-style-type: none"> Feedback during field mission 	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Does the project consult and make use of skills, experience and knowledge of the appropriate government entities, NGOs, community groups, private sector, local governments and academic institutions in the implementation and evaluation of project activities? 	<p>As above</p> <ul style="list-style-type: none"> New partnerships developed during project 	<ul style="list-style-type: none"> As above 	<ul style="list-style-type: none"> As above

Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?

<ul style="list-style-type: none"> Was project sustainability strategy developed during the project design? 	<ul style="list-style-type: none"> Analysis of Project Strategy for sustainability 	<ul style="list-style-type: none"> Project Document 	<ul style="list-style-type: none"> Desk review
<ul style="list-style-type: none"> How relevant was the project sustainability strategy? 	<ul style="list-style-type: none"> As above verified by field visits and interviews 	<ul style="list-style-type: none"> Project Document Feedback during field mission 	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Are there any financial risks that may jeopardize sustenance of project outcomes? What is the likelihood of financial and economic resources not being available once the GEF assistance ends (resources can be from multiple sources, such as the public and private sectors, income generating activities, and trends that may indicate that it is likely that in future there will be adequate financial resources for sustaining project's outcomes)? 	<ul style="list-style-type: none"> Adoption of guidelines, regulations & certification into working practices and budgeting Private sector adoption of certification Protected Areas financing Allocation of project costs for EIAs 	<ul style="list-style-type: none"> National policy and regulatory framework Private sector benefitting from certification schemes Projects stopped, mitigated, offset due to EIA findings 	<ul style="list-style-type: none"> Desk review, interviews, field visits
<ul style="list-style-type: none"> Are there any social or political risks that may jeopardize sustenance of project outcomes? What is the risk that the level of stakeholder ownership will be insufficient to allow for the project outcomes/benefits be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there a sufficient public/ stakeholder awareness in support of the long term objectives of the project? 	<ul style="list-style-type: none"> Adoption and budgetary provision for policy and regulatory reform Land use plan budgets for implementation Incorporation of biodiversity priorities in government and private planning Impact of project outcomes on local communities, private sector, local government 	<ul style="list-style-type: none"> Projects Social and Environmental Screening Study Feedback from field mission 	<ul style="list-style-type: none"> Desk review, interviews, field visits

Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?

<ul style="list-style-type: none"> How has the project contributed to the reduced environmental stress and/or improved ecological status? 	<ul style="list-style-type: none"> Degree to which barriers identified in Project Document have been addressed 	<ul style="list-style-type: none"> Strategic Results framework indicators PIRs Protected Areas financing Land use plans EIA guidelines 	<ul style="list-style-type: none"> Desk review, interviews, field visits
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		Per centage of tourism in biodiversity friendly certification (MoTA) Capacity Development Score Cards Credibility of licensing <ul style="list-style-type: none"> Land area with reduced threats to biodiversity 	
<ul style="list-style-type: none"> Are the project outcomes contributing to national development priorities and plans? 	<ul style="list-style-type: none"> Broader national development objectives are represented in the project's design and achieved outcomes 	Project Document National policies and development plans <ul style="list-style-type: none"> Projects Social and Environmental Screening Study 	<ul style="list-style-type: none"> Desk review, interviews

Annex 6 Project Workshops and Training

First; Training programme

#	Training topic	Year	Participants	Objective(s)	No of M and F
1	Management plans development and implementation	2015	20 participants RSCN, PDTRA and ASEZA/Rum PA	Understand the added value and benefits of biodiversity management in and around cultural World Heritage sites; Know how to access and use additional guidance and resources on biodiversity management in a World Heritage context	F= 5 M= 15
2	Protected Area Regulations and Legislation Enforcement	2015	6 participants from ASEZA/Rum, PDTRA and RSCN/Dibeen	It was aimed at instructing course participants about law and regulations that govern management and operation of protected areas, including law enforcement	F=3 M=3
3	1 st Lac training programme Biodiversity conservation and Sustainable Tourism	2016	20 participants Dibeen and Rum LAC's	The main objective of this training programme was to involve local advisory committees with the project activities and to inspire them to raise their thoughts and insights about the project activities and their sites.	F=0 M=20
4	General principles of Biodiversity Conservation and Protected Areas	2016	9 participants ASEZA/Rum, PDTRA and RSCN/Dibeen	To enhance the participant skills and knowledge about the biodiversity conservation principles.	F= 3 M=6
5	How to use BIMS System	2016	8 participants ASEZA/Rum, PDTRA and RSCN/Dibeen	Aimed at Using BIMS: a database & GIS principle, and developed to give project partners the	F=3 M=5

				knowledge and skills on how to use the system and how it works?	
6	Tourism and the environment and how to enhance the sustainability of tourism sector?	2016	40 participants mainly from MoTA with the participation of project partners (MOMA, PDTRA, ASEZA and MoEnv).	How to enhance the sustainability of the Tourism sector which will be followed up with action plans and additional training programs to ensure the culture of change towards full understanding of the importance of biodiversity conservation and environmental protection to the tourism sector in Jordan.	F=18 M=22
7	Transition of Tourism into Green Economy		25 participants mainly from MoTA with the participation of project partners (MOMA, PDTRA, ASEZA and MoEnv).	The aim of the training is to provide participants with an understanding of Green Economy concepts and how these concepts can be applied in the tourism sector.	F= 14 M= 11
8	Environmental Impact Assessment and Tourism	2016	25 participants mainly from MoTA with the participation of project partners (MOMA, PDTRA, ASEZA and MoEnv).	The aim of the training is to provide participants with an understanding of Environmental Impact Assessment (EIA) in relation to the tourism sector.	F= 12 M= 13
9	Integrating Biodiversity into the Tourism Sector	2016	26 participants mainly from MoTA with the participation of project partners (MOMA, PDTRA, ASEZA and MoEnv).	The aim of the course is to provide the green tourism unit staff and selected representatives from project partners with relevant background information on biodiversity conservation importance in addition to	F= 11 M= 15

				presenting a proposed approach for integrating biodiversity into the tourism sector	
10	Environmental Planning in Tourism	2016	26 participants mainly from MoTA with the participation of project partners (MOMA, PDTRA, ASEZA and MoEnv).	The aim of the course is to demonstrate the importance of environmental planning in Tourism sector to the green tourism unit staff in addition to selected representatives from Project Partners.	F= 14 M= 12
11	LAC's Second training programme	2016	21 participants RUM and Dibeena LAC's	To clarify the relationships between PAs (Biodiversity Conservation) and Tourism (Development). Tourism can be devastating to biodiversity, and can be a savior and to give the participants some inspirations about what the communities can do to support nature conservation in PAs and enhance sustainable tourism.	M=21
12	TGU North sites directorate training programme	29 November, 2016	12 participants from MoTA	To introduce TGU to the participants and discuss the green economy	F= 5 M= 7
13	TGU south sites directorate training programme	December 1 st 2016	10 Participants	To introduce TGU to the participants and discuss the green economy	F= 4 M= 6

Second; Workshops

#	Topics	Participants	Objective(s)
1	SEA Working Group (WG) workshop	18 national experts SEA/EIA Working group Four Workshops	<ol style="list-style-type: none"> 1. Establishment of the WG 2. To prepare/discuss draft Scope of Work for the SEA Working Group led by the Ministry of Environment, and to

			<p>schedule its meetings and activities</p> <p>3. To discuss how it is best to address SEA in environmental legislation in Jordan, i.e.</p> <p>i. do we need specific regulations for SEA?, and if yes, then</p> <p>ii. should it be mentioned next to EIA in the environment protection law?</p> <p>iii. should it be part of the EIA regulation and to be integrated in the EIA process or shall it be advocated as parallel process to EIA and to have regulation/guidelines for its governance?</p> <p>iv. Anticipated constraints and measures to address them.</p> <p>4. To discuss the plan for the National Workshop (objectives and targets, timing, agenda and invitees)</p>
2	A national consultation process on the development and maintenance of the BIMS including all key stakeholders with emphasis on the project localities.	8 small workshops, meetings and focus group meetings for the relevant stakeholders.	To ensure national integration, synergy and incremental effect of BIMS.
3	National BIMS lunching workshop	All relevant stakeholders	To lunch BIMS
4	PAP nomination file workshops	2 main workshops (The assignment consultant with DoA, MoTA, PDTRA, MoEnv, UNESCO and RSCN)	To prepare the nomination file and to ensure the integrity of the assignment.
5	Rum Business plan workshop	35 participants from all relevant stakeholders	To discuss the plans details and agreed on Rum priorities
6	Certifications workshop	12 members from all relevant stakeholders (led by MoTA and comprise appropriate industry representatives and other national institutions associated with natural heritage conservation and green certification)	The aim of this Work Group is mainly to contribute directly to the formulation of the charter based on central upstream approach

7	Rum land use plan workshops	4 Main workshops (All relevant stakeholders)	<ul style="list-style-type: none"> • To discuss the assignment importance • To ensure the integrity of the assignment with other relevant parties • To discuss the developed scenarios with local communities and relevant parties
8	Dibeen land use plan workshops	4 Main workshops	<ul style="list-style-type: none"> • To discuss the assignment importance • To ensure the integrity of the assignment with other relevant parties • To achieve consensus on the strategic direction of the under development land use plan through reviewing and agreeing on preferred scenario.

Annex 7 Evaluation Consultant Code of Conduct Agreement Form

Evaluation Consultant Agreement Form⁷⁰

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Francis Hurst

Name of Consultancy Organization (where relevant): N/A

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at *Amman* on *22nd October 2018*

Signature: _____

⁷⁰www.unevaluation.org/unegcodeofconduct

Annex 8 Management Response to MTR

M&E Key	Completed (date)	Ongoing (anticipated date of finish)	Started but behind schedule (anticipated date of finish)	Not likely to be completed by close of project
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MTR recommendation 1. There is a strong need to move ahead expeditiously with Certification and ‘Green Labelling’ not just for hotels but for camp sites and for visitor/tourism aspects of Protected Areas as well. The project should consider extending the original ToR for this process to ensure it is completed and also includes a single-system rationalized national Star Award system which includes appropriate environmental and sustainable mainstreaming biodiversity criteria.

Management response: management agree with immediate implementation

Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
1.1 Establishing a national working group to include RSCN, hotels, JREDS, private sector, camp owners, and all relevant parties.	November 2016	PCU and MoTA		Completed	Confirmed
1.2 Initiate debate and consultations between/among the national work group members.	November 2016- March 2017	PCU, MoTA focal, International consultant and national consultant		Completed	Confirmed
1.3 Present the scope of certification and green labeling to high level decision makers in an official meeting for their, feedback and approval	March 2017	PCU, TGU, MoTA focal and UNDP top management	The charter is endorsed by MoTA and now tourism facilities take a copy from the charter	Completed	Confirmed
1.4 Establish close coordination between the two BITS assignments (Certification and incentives and disincentives) to ensure synergies and good engagement for all stakeholders in particular private sector.	December 2016- December 2017	PCU, TGU, MoTA focal, and national and international appointment consultants	One attractive document has been developed that covers both assignments	Completed	Confirmed

1.5 official launch of the charter with a public information champion	May 2017- July 2017	PCU, TGU, and the assignment consultants		Completed	Confirmed
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MTR recommendation 2. Project Results and Next Step requirements (including this MTR) need to be translated into Arabic and discussed at a high-level in order to ‘buy’ sustainability from government and other stakeholders at the policy level.					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
2.1 Share the MTR report with IPs top management with a covering letter highlighting key findings of the report	December	PCU		Completed	Confirmed
2.2 Call for PEB meeting to exclusively discuss the MTR findings.	March 2017	PCU		Completed	Confirmed

MTR recommendation 3. A ‘Sustainability Strategy’ High Level Round-Table within the last year of the project at the level of Secretary-General to discuss and agree on way forward for sustainability of project achievements and to review possible next implementation stage for submission to GEF. This should be added as a new indicator under the Results Framework.					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
3.1 Prepare policy brief in advance for the round table meeting	December – January 2017	PCU and PCG		Completed	Confirmed
3.2 Develop two scenarios (summery concepts) for possible next implementation phase.	2017	PCU, PCG and PEB		Completed	Confirmed
3.3 Add the present recommendation as a new indicator and coordinate this with PCG and PEB for their approval and endorsement.	December 2016- January 2017	PCU, PCG and PEB		Pending	Completed. The indicator was approved at this level and used to track progress towards results. However, it was never “officially” added to the SRF. The TE is comfortable with this because the project was

					using the indicator to increase efficiency and effectiveness.
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MTR recommendation 4. It is essential that there is institutionalization of the SEA process with supportive legislation and other ‘biodiversity mainstreaming’ legislation					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
4.1 Conduct policy-oriented workshop for the new elected parliament (parliamentarian related committees i.e. Environment & Health committee) to support the mainstreaming of SEA in the national environmental legal framework.	December 2016- March 2017	PCU	the project is preparing national workshop under the name of “the 2 nd green forum” in which the environment committee of the parliament will attend, during the workshop a draft sustainability policy on sustainable tourism will be discussed man mainstreamed	Partially completed,	Ongoing and part of the legacy arrangements currently being prepared by the project and partners

MTR recommendation 5. Similarly, there needs to be harmonization and standardization of a single EIA process under MoEnv and this also should be captured within appropriate legislation					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
5.1 The recommendation to be included in the agenda of the proposed workshop/meeting -above- with the new elected Parliament (the concerned committee at the Parliament)	December 2016- March 2017	PCU		Completed	Confirmed

MTR recommendation 6. The Implementing Partners and UNDP should identify a mechanism for Post-Project Assessment and evaluation of sustainability. This could be included under a further project proposal.					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE

6.1 Develop two scenarios (summery concepts) for possible next implementation phase and discuss with PCG.	December 2016	PCU		Completed	Confirmed
6.2 Develop in collaboration with PCG a framework for post project assessment and evaluation of sustainability.	March 2017	PCU	This will be further discussed during the 2 nd green forum planned at the end of the project time.	Partially completed The concept has been developed and shared with all partners.	Ongoing and part of the legacy arrangements currently being prepared by the project and partners

MTR recommendation 7. The Results Framework should be updated to rationalize the Indicators as discussed under Section on Results Framework in the text of this report. Additions to the RF should include the Sustainability Strategy as noted above.

Management response: Agree

Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
7.1 Add the new raised indicators and coordinate this with PCG and PEB for their approval and endorsement.	December 2016- January 2017	PCU		Completed	Completed. The indicators were approved at this level and used to track progress towards results. However, they were never “officially” added to the SRF. The TE is comfortable with this because the project was using the indicators to increase efficiency and effectiveness.

MTR recommendation 8. Development and adoption of a Capacity Building and Training programme for the appropriate stakeholders and Implementing Partners for the rest of this project should be prioritized for urgent and immediate training with a view to identifying funds under the current project where possible. This programme could also be extended to form part of a ‘next phase’ project on Implementing and Enhancing Biodiversity within the Tourism Sector. This CB&T programme needs to recognize the fact that there are skills and expertise scattered throughout government but they are not necessarily in the right departments.

Management response: Agree

Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
8.1 Evaluate the capacity needs assessment conducted by the project so far and evaluate the impact	January 2017- February 2017	PCU with project focal points		Completed	Confirmed

of the implemented trainings.					
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MTR recommendation 9. The appropriate Government body (probably MoPIC) should make the requisite arrangements to bring related projects together to present their aims and achievements and to share lessons. Currently, this donor/project coordination is absent and leads to inevitable duplication and the potential for much ‘re-invention of the wheel’.

Management response: Agree

Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
9.1 Explore any possible interventions with other similar projects	January 2017- December 2017	PCU	Many joint activities have been implemented with other donor, such as GGGI, USAID/ACOR GIS, MEDA	Partially completed	Completed. The project has actively and effectively reached out to other projects
9.2 Call for coordination meeting and agree on a framework for synergies to be adopted by one part.	2017		This will be discussed with MoPIC during the coming PEB	Pending	Ongoing and part of the legacy arrangements being developed by the project and partners

MTR recommendation 10. The project should consider undertaking a Feasibility study on developing a Small/Medium Size Enterprise support process for PAs once the appropriate legislation is in place and once community-level management is ensured. This could also be part of a future next-phase.

Management response: Agree

Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
10.1 Conducting feasibility study -as part of LUP- for selected small and medium enterprise.	2017	PCU	The project is currently implementing feasibility studies to develop 6 small and medium enterprises in the project sites (2 per site)	Partially completed	Completed. 6 enterprises in in / around 3 PAs
10.2 Conducting an action plan as a part of Business plans that reflects the possible medium and small enterprise.	2017	PCU		Partially completed	Completed action plans in place
10.3 Keep in mind in any future follow up project ideas	2017-2019	Govt and UNDP CO	The feasibility study ideas are discussed with other potential donor to allocate the needed budget	Partially completed	Ongoing and part of the legacy arrangements being developed by the project and partners

MTR recommendation 11. A similar Feasibility Study should be considered looking at possible enhancement of biodiversity values with tourism focusing on environmental/biodiversity trails and guides as well as the possibility of strengthening existing breeding and reintroduction programmes for charismatic species (e.g. such as Oryx, Ibex and the Houbara Bustard), with close coordination in this process between appropriate Protected areas such as Wadi Rum and Petra.					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
11.1 Prepare a brief concept to the PDTRA top management followed by an explanatory/ introductory visit to Rum PA to explore modeling their experience with respect to reintroduction.	January 2017- March 2017	PCU		Completed	Confirmed
11.2 Conduct feasibility study to decide which sites, numbers and species are suiting Petra case.	February 2017 – May 2017	PCU		Completed	Confirmed
11.3 Establish connection with GEF SGP for exploring possible interventions.	June 2017- December 2017	PCU	GEF SGP is funding two initiatives within the project sites	Completed	Confirmed

MTR recommendation 12. Draft a new Concept for a ‘next-phase’ project for submission to GEF and/or other donors looking at Implementing the Biodiversity Mainstreaming Process and Enhancing/Restoring Biodiversity in Jordan noting that the United Nation General Assembly has declared the adoption of 2017 as the International Year of Sustainable Tourism for Development.					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
12.1 To draft concept for the suggested next phase	January 2017 – May 2017	PCU		Completed	Confirmed
12.2 To adopt the next phase proposal by PCG, PEB	December 2017	PCU		Pending	Ongoing and part of the legacy arrangements being developed by the project and partners
12.3 Exploring funding possibilities (GEF and/ or other donors)	May 2017 – December 2017	PCU		Pending	Ongoing and part of the legacy arrangements being developed by the project and partners

MTR recommendation 13. Review the remaining budget to identify the possibility of funding a further project position to provide technical and planning assistance to the Project Manager and Implementing Partners					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
13.1 Conduct Budget revision	December 2016	PCU		Completed	Confirmed
13.2 To provide coordination unit with necessary staff support.	March 2017	PCU	At this stage of the project the PCU would prefer to not do that and allocate the amount of money to implement more activities within the project sites.	Pending	The TE agrees with the response. The PCU did not necessarily need additional technical capacity, rather it needed more administrative personal to share the tremendous workload. The response illustrates the constraints of project management where available resources do not reflect the technical role and administrative burden. They are not just administrating a fund; there is a technical role and a <i>facilitation</i> role.

MTR recommendation 14. Establish a briefing process for media, including awareness and outreach workshop and/or symposium.					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
14.1 To develop communication strategy for the project to be effective starting January 2017	December 2016	PCU		Partially completed	Completed. A remarkable characteristic of this project was the effective communication

MTR recommendation 15. A specific consultancy from the project to assist and to strengthen MoMA's understanding of mainstreaming biodiversity into the tourism sector as well as into land use planning would be a valuable 'outreach' from the project					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
15.1 To design special capacity building programme for MoMA in LUP.	January 2017 – March 2017	PCU with MoMA focal point	A well-developed training programmes has been conducted early this year in five different topics relevant to LUP.	Completed	Confirmed
15.2 To implement the proposed programme with support of the project	June 2017 - October 2017	PCU		Completed	Confirmed

MTR recommendation 16. The MT Evaluator has reviewed and discussed the proposed revisions to the project budget at the MTR. These are relatively minor and all have been justified. The MTR recommends adoption of these budget revisions through a revised ATLAS budget which should then be approved at the next Project Management Committee and the Project Executive Board informed of this measure at its next meeting.					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE
16.1 Budget revision and submit for PCG and PEB for their review and approval.	December 2016- March 2017	PCU		Completed	Confirmed

MTR recommendation 17. The Evaluator also recommends that the project should convene a Lessons Learned and Best Practices workshop for the purpose of capturing the valuable results from the three sites and making them available to other Protected Areas and Buffer Zones as well as for MoMA to use in other Land Use Planning activities.					
Management response: Agree					
Key action(s)	Time frame	Responsible unit(s)	Tracking		
			Comments	Status (post MTR)	Status at TE

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17.1 To compile a list of lessoned learnt and best practices collected from the three sites with and inputs from LAC's and project officers and IPs.			This was discussed and approved by the PCG to be discussed through the 2 nd green forum at the end of this project	Partially completed	Largely completed for inclusion in the project's Terminal Report
17.2 Conduct joint workshop to present and discuss lessoned learned and best practices from the three sites.	December 2016	PCU		Partially completed	Planned before project closure
17.3 Finalize and share it via UNDP and IPs websites.	January 2017- March 2017	PCU, PCG		Pending	Planned before project closure

Annex 9 Progress towards result table

Indicator	Baseline	MTR Comments	MTR Reported	End of Project Target	Self-Reported (PIR 2018+)	TE Rating	TE Justification
Objective: Biodiversity Conservation Objectives are Effectively Mainstreamed and Advanced into and through the tourism sector development in Jordan							
Obj 1. Consideration of biodiversity in plans and policies for tourism development by government, planning authorities and the private sector	No explicit reflection of biodiversity priorities	S 50% achieved. At this point, the mainstreaming of biodiversity is witnessing significant progress with active partnership of and effective engagement with MoTA.	The established Tourism Green Unit (TGU) has witnessed excellent progress in terms of developing its governance system and by commencing several initiatives and activities including: working on developing Jordan "Tourism and Biodiversity" Information Management System at MoTA, initiating a strategic environmental assessment for the tourism sector in Jordan, etc.	At least 80% of known and available plans and policies for tourism development incorporate biodiversity priorities	75% achieved i.e. this target is almost achieved, more specifically, the target is achieved at the government level, the biodiversity consideration is well address in most of the government plans and policies, however, for the private sector the project is a bit behind the target, the reason is the political unrest of the region that reflect on the seasonality and produced un-regular tourism seasons which in turns affect the tourism private sector response to biodiversity conservation practices. The "biodiversity concerns" are well addressed in the EIA process. RSCN which is among the key partners of the project is represented in the EIA committee. The project has worked with RSCN and MoE to establish the BIMS (the Biodiversity database) which is now being used as a reference for relevant data on the status of biodiversity components. Most important is that also MoTa is using the BIMS for tourism development projects/plans at the national level to ensure "natural capitals" are not negatively affected. Moreover, the project is working these days to guarantee an access to the BIMS by the Environmental Police who are in charge (among others) of enforcement of legislation and monitoring. The National Tourism Strategy is finished now and endorsed by MoTA, with direct and solid understanding of biodiversity conservation through the SEA process, the SEA study proved	HS	Indicator is reasonable if not somewhat broad in its scope, arguably a description of mainstreaming. The MOTa is on board with all tourist facilities requiring certification and MOTa has to approve developments according to the SEA MOTa now involved in the EIA process. The BIMS informs development planning and agencies have tiered access to the database. The Tourism Green Unit (TGU) embedded in MOTa and has biodiversity as its mandate within tourism. The Higher Council of Tourism reviews all strategic proposals for tourism development linking tourism licensing and certification to the inclusion of biodiversity conservation and/or environmental measures. This provides a series of check and balances that should ensure that biodiversity is not discounted during tourism developments, it becomes a positive issue in tourism planning through product diversification, marketing, etc.

					<p>that the NTS 2016-2020 is in line with natural heritage conservation, it empowers and motivates the new businesses with environment flavour.</p> <p>During the reporting period the project has conducted the first green forum for tourism industry in Jordan, the forum created as a result of the Tourism development in Jordan starting to recognize the needs for transition into green economy thus to accommodate new business and environmental realities. Like for example tourism impacts on biodiversity, the environmental and economic benefits from employing renewable energy in the sector, the Biodiversity- Friendly Tourism Charter and Biodiversity Tourism Standards, the tourism economic incentives and disincentives for private sector whom adhere to biodiversity conservations criteria and standards, the environmental and sustainability priorities related to water management, the Strategic Environmental Assessment (SEA) for the new National Tourism Strategy (NTS), etc. In light of its success, MoTA has asked to conduct the second forum in September to maintain the momentum achieved. This reflects the interest of the ministry to further take the “biodiversity” concerns into its plans.</p> <p>Among the instruments for mainstreaming biodiversity in tourism plans and policies is promoting and adopting the concepts of the “green economy/green tourism”, however and given that such concepts are a bit new to the country, the project has invested in a number of capacity development events e.g. a three-day participatory training and planning workshop aimed at introducing the participants to tourism green economy, discuss with them environmental</p>		
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					<p>planning/management/safeguarding principals (i.e. training) respective to tourism transition into green economy, and then move into planning for Jordan tourism sector transition into green economy (vision, mission, strategic goals, pilot projects). The participants were encouraged to establish common understanding of the current state of tourism in Jordan, map Jordan key tourism attractions and destinations, identify environmental and socio-economic aspects and concerns related to tourism, and finally undertake simulation of integrated planning approaches for the desired transition. The outcomes of the event intended to contribute to facilitate the process of developing "Jordan Sustainable/Green Tourism Strategy and Action Plan" which will then either feed into MoTA new strategy, or even replace it. The workshop prime consideration is to mainstream biodiversity in tourism, by producing green policy to tourism sector which could be adopted by MoTA and other relevant national entities, and by establishing national committee from different key players -as one of the project MTR recommendations- that advocating wider integration of environmental, social and economic sustainability to achieve the mainstreaming goal.</p> <p>Furthermore, the project and during the reporting period has continue its effort with relevant private sector, such as national companies of land use plans, the companies were involved with specific event that enhance their understanding of biodiversity conservation practices.</p> <p>Communication and consultation with academia to explore and review best tools for "mainstreaming" was made regular during the reporting period e.g. the Green tourism forum.</p>		
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Obj 2. Percentage allocation for biodiversity conservation in tourism development proposals	While energy and water feature in environmental considerations at present, biodiversity does not	S To date 30% of the new proposals for tourism development considers biodiversity explicitly.	Project has established the Tourism Green Unit (TGU) at MoTA (according to MoTA data). The project also extends its effort to mainstream biodiversity in EIA regulation so the revisions of existing EIA regulations under ASEZA law and the Environment Protection Law have been completed and draft modifications have been suggested to the Ministry of Environment	100% of proposals for tourism development consider biodiversity conservation seriously	100% Achieved All tourism development projects with potential impacts on biodiversity are requested to conduct EIA, biodiversity conservation practices are nowadays better mainstreamed especially after the endorsement of the new tourism law which indicates that all tourism development should consider environmental issues and address the negative impacts on natural assets. MoTA and RSCN are now official members within the EIA national committee, all tourism development proposals have to be screened by this committee. The project has planned an activity during the previous reporting period to review existing EIA guidelines on currently exist and developed by different agencies for the purpose of consolidating such guidelines and ensure consistency. The activity is still valid and being discussed with MoE.	HS	Indicator is badly worded. It refers to the fact that all tourism development submissions must include a plan for biodiversity and meet the certification criteria. EIA is now mandatory for tourism development facilities MOTA on EIA Committee Higher Council of Tourism reviews all strategic proposals for tourism development RSCN a Member in the Higher Council of Tourism
Obj 3. Hectares of landscape where impacts on biodiversity are avoided, mitigated or offset	No planning provisions for the protection of biodiversity outside formal PAs	HS 209,900 hectares.	Target has been surpassed. Expanded areas now include: Total of 44,541 hectares in Petra Landscape. Wadi Rum site; total area of 60,000 hectares is covered by the protected area buffer zone plan. In the Dibbin Area: A total area	Some 180,000 hectares covered by biodiversity-friendly land-use plans effectively preventing impact on biodiversity	280,526 ha- target exceeded No extra area within the project sites is reported within the reporting period. However, significant effort has been made during the period at the national and local levels; at the national level, (Ministry of Municipality and public affair) MoMA has approved recently the establishment of the Natural Heritage Section within the ministry structure, the section is responsible for mainstreaming the conservation of natural assets into the ministry's planning process. As another indicator on investing in 'mainstreaming' efforts, MoMA announced recently ToR's to revise the National criteria for land use planning that have been developed in	HS	Indicator is sufficient. Reported already in the MTR. MOMA -project is following up discussions with MOMA (GGGI, UN Habitat, UNDP) to update the National Land Use Maps Land Use Plan for Jerash is submitted and needs to be endorsed by the MOPA (anticipated before end of project). This will upscale project benefits nationally.

			of 13,700 is covered by the second phase of the land use plan		<p>2006, to ensure among other the inclusion of natural asset.</p> <p>The project has also supported and contributed to these government-driven efforts by e.g.:</p> <ul style="list-style-type: none"> - different specialized capacity building activities, in particular of the newly established Natural Heritage Section. - provide technical and financial assist to the project sites; at Dibeen site; the project equipped the PA and the adjacent municipalities with the needed software and surveying equipment for future biodiversity monitoring programme, and allow them to implement what have been suggested by the land use plan. Same was made for Petra and Rum sites as well <p>At Rum site; the project offered considerable support to endorse the suggested land use plan of the buffer zone first by ASEZA and recently by the World Heritage Site Committee, (during the World heritage convention 42WHC in Manamah Bahrain from the 24th of June till 4th of July 2018).</p>		
Obj 4. Total annual revenue earned from tourism operations in targeted PAs	Dibbin Forest Reserve: US\$ 43,000 Wadi Rum PA: US\$ 976,467 Shoubak replaced by Petra - Proposed PA not yet established	U Overall decrease in Revenue due to political situation and this is expected to continue. Total Annual Revenue is NO LONGER a viable indicator. Nor is a target increase of 50%	Dibeen Forest Reserve generates \$30,305 (53% decrease in the total revenue from the revenue baseline). Wadi Rum PA: a total amount of \$442,666 generated during the reporting period, this represent 70% decrease from the revenue baseline. Petra PA: a total	An increase of 50% or more to the following levels: Dibbin Forest Reserve - US\$64,500: Wadi Rum PA - US\$1,464,700: Shoubak has now been replaced by Petra so this target is no longer applicable)	Dibeen Forest Reserve generated \$ 39,942 in the total revenue during the last reporting period. This revenue represents a 32% increase from the last reporting period but a 22% less than the baseline level. The significant increase in the PA revenue can be attributed to the positive impact of the picnic area established with a support from the project. According to Dibeen Business plan, the protected area will witness an increase within the revenue by 25% yearly, the improvement could be highly attributed to improvement in the institutional frameworks, business planning and tools for cost-effective management and the new picnic area. Wadi Rum PA generated \$1,930,345. This amount represents a 134% increase from the prior reporting period, and 97% increase from the baseline revenue level.	HS	Indicator is largely irrelevant and not related to biodiversity <i>per se</i> . For instance, the downturn in tourism revenues during the project period has nothing to do with the relationship between biodiversity and tourism. It was due to security concerns in the region. However, the project has worked to increase the revenue opportunities for the PAs and there is sufficient evidence that this has enabled them to increase their revenues over what might have been possible during a period of generally falling revenues.

			amount of 4,018,059 with a slight increase (2%) from the last reporting period,				
Outcome 1: Regulatory and enforcement framework in place to avoid, reduce, mitigate and offset adverse impacts of tourism on biodiversity							
1.1 The place of biodiversity in the legal and procedural framework for tourism planning, development and operations	Biodiversity considerations are currently absent from the framework	S Moving successfully. Need to collate and integrate several different EIA proposals. Single approach/strategy can then be captured and legislated in the new MoE Environmental Law.	Project is working with MoE on some environmental guidelines that can be informally applied in the interim. Also, MoE has a formal Agreement with MoTA for any new developments to be referred to MoE for environmental approval. Expect an endorsed EIA document by end of 2017	An obvious and meaningful biodiversity element/s in the legal and procedural framework for tourism planning, development and operations	The project has completed during reporting period a set of necessary tools that will help in ensuring placing biodiversity in the legal and procedural framework for tourism planning, development and operations. Examples of these tools: Platform for consultation: the first green forum organized by the project -to be conducted annually by MoTA provided a good opportunity for all relevant stakeholders including private sector to recognize the needs for transition into green economy and accommodate new type of friendly business 2- The Biodiversity- Friendly Tourism Charter and Biodiversity Tourism Standards, the tourism economic incentives and disincentives developed by the project and approved by MoTA. 3- The Strategic Environmental Assessment (SEA) for the new National Tourism Strategy (NTS), etc. 4- The establishment of the Tourism Green Unit at MoTA. 5- A number of training and planning workshops aimed at introducing the concept of tourism green economy, 6- The establishment of a high-level Round-table discussions on sustainability strategy, the main goal of this round-table is to discuss and agree on way forward for sustainability of project achievements.	HS	Restating Objective indicator 1
1.2 Application of the new	No such guidelines exist	S 5-10% progress	Project has succeeded in the revision of	All new developments / hotels / roads/	All new tourism developments now adhere to EIA regulations and guidelines, and MoTA, MOE, and RSCN are members of the EIA reviewing	HS	Indicator is reasonable. All national proposals need to go through the EIA Committee where

Biodiversity-friendly guidelines for the EIA Process			existing EIA regulations under ASEZA law and the Environment Protection Law have been completed and draft modifications have been suggested to the Ministry of Environment. The draft modification is also discussed with Jordan 17th Parliament, and the discussions will be continued with the next Parliament	etc. apply new Biodiversity-friendly guidelines for the EIA Process	committee, therefore they are in a good position to advocate to ensure that new tourism developments are in line with the biodiversity and natural assets conservation practices. Although the suggested Biodiversity EIA guidelines are not formally endorsed yet, MOE and MoTA are currently referring and pursuing these guidelines, this could be evident by the new released hotel standards, in which 5 stars hotels only awarded if the hotel could hold one or more environmental green awards such as the green key, and other kind of Eco certification). The project also will continue its effort to endorse the suggested guidelines before the end of its period, high level discussion were conducted during the last few weeks with MOE minister., these efforts were just constrained wilt the cabinet reshuffle happened twice during the reporting period. As mentioned above, the project is planning to conduct the second green forum, to build on what have been discussed and approved in the first forum, the second green forum will have a wide participation by Academia, tourism private sector, Media, NGO's and CBO's, international agencies and donors, and the government.		MOTA is represented, as is the RSCN. New EIA Guidelines now require that tourism developments have to go for screening by the Screening Committee which includes the MOE, RSCN, ASEZA and PDTRA. The MOE has in place a clear procedural pathway for this. The BITS project has coordinated this with the MOE and the GIZ-MOE Review of Environmental Legislation which will adopt the EIA legislation.
1.3 Percentage of tourism establishments in project localities that are biodiversity-friendly according to the MoTA Certification Scheme	0%	S At least 50%	According to data provided by MoTA and based on the comprehensive review of the available international certifications and eco-labels and a review of such schemes available and adopted in	At least 5% - 10% so far	55% the target is over achieved. The biodiversity Charter has played an important role to achieve this percentage as the charter recognizes the biodiversity integrity and sustainable development of a business are all about sharing values with the local communities, the suppliers, the customers and the employees. Several private businesses within and outside the project sites are modifying their business to become more friendly in terms of biodiversity conservation. The project will continue its support to TGU by involving them with advance training	HS	Indicator is reasonable. Every facility has to update their license on an annual basi. They must comply with the Charter. Operators and proposed developments must adhere to the Charter in order to access/apply for incentives such as reducing their corporate tax or upgrading to 5-Star status and critically when applying for credit through the banking system commercial loans will only be approved to those

			Jordan. However, certification is well underway and Community Advisory Boards are full supportive. As is MoTA and the Green Unit		programme on mainstreaming techniques and best practices from other countries as well. TGU-Data base will play an important role in this regard, as the decision makers and the TGU employees are able to evaluate and monitor the Newly establishment tourism facilities not only within the project site, but also at the national level, this will give also another advance tool to give some economic and dis-economic incentives in order to motivate the adherent of the private sector. ASEZA recently adopted new tourism development guidelines; one of the main pillars in the new guidelines is the natural one, with clear criteria for biodiversity conservation practices. The engagement of a number of investors/ camp sites owners and operators in Wadi Rum has resulted in switching some of these camp sites into mote biodiversity friendly establishments.		operations that demonstrably adhere to the Charter. Adherence to the Charter can be linked to the marketing of tourism products. At least 55 % of facilities now comply with the Charter. AT LEAST 55% OF FACILITIES NOW COMPLY WITH CHARTER
Outcome 2: Institutional capacities for planning, monitoring and enforcement strengthened in Jerash, Petra and Wadi Rum landscapes/development zones, so as to manage the impacts of tourism development on biodiversity within ecologically valuable and sensitive areas							
2.4 Extent of land area for which integrated land-use plans that deliver biodiversity benefits outside PAs are developed and under implementation	Current land area covered by biodiversity-sensitive LUPs is nil	HS 209,900 hectares.	The target has been surpassed. See explanation above under 'Objective'	180,000 hectares covered by integrated land-use plans	Target exceeded See entry 3rd indicator above on "Hectares of landscape where impacts on biodiversity are avoided mitigated or offset", with which baseline and target are duplicate.	HS	Indicator repeats Objective indicator 3. See above. The project is working with UNDP CO and MOMA to develop a national land use planning component post project.
2.5 Capacity development indicator score for mainstreamin	Overall score: 43%	HS Overall score: > 60% (over baseline score of 43%)	The Capacity Development Scorecard shows a significant improvement	Score at Mid-Term: 67%	Project end target of > 60% already exceeded: the Capacity Development Scorecard shows a significant improvement from the baseline 43% to the present 67%. (based on the MTR)	HS	Indicator is reasonable and has been exceeded.

g biodiversity in Jordan			(from 43 – 67% and has reached its end-of-project target of > 60%)		<p>The project and during the reporting period has conducted more than 9 training events with more than 180 participants. The scope of these training events covered a wide range of topics e.g. Local advisory board, SEA, green forum, management practices within world heritage sites and land use planning and other important topics that enhanced the capacity scorecard for the project partners. This significant improvement is directly linked to the project's interventions at the national, landscape and local/site levels.</p> <p>The project was heavily involved with the Arab Regional Centre for World Heritage (ARC-WH) to organize a series of training workshops on the 'Implementation of the Enhancing Our Heritage (EoH) toolkit: Management Effectiveness Assessment' . The first event of these workshops is conducted in Bahrain while two sites from the project sites were involved, the project played an important role in the development of the training materials and the project manager was one of the main trainers along with experts from IUCN, World heritage experts, and ICOMOS. Two other events are planned to be before the end of this year, the project will also contribute in the preparation of these events and more participants from the project sites will be involved.</p> <p>As mentioned in the project MTR the project and before its end will develop a Capacity Building and Training Programme with the stakeholders and Implementing Partners to identify the priorities that could be addressed within the current project. Building on the results of the 1st tourism green forum the project is in process of implementing the 2nd tourism green forum, a draft concept is submitted to MoTA with 5 main Pillars, on the event As a result of this event the participants marked the importance of such</p>		
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					event in the future, and they recommend to conduct of the second green forum during 2018, and the project is currently discussion the event pillars with MoTA and all relevant stakeholder's, the event is planned to be at the end of August 2018. A wide audience target is planned with the majority form the private sector and tourism agencies.		
2.6 Increase in land area where threats to ecologically sensitive areas from tourism activities are controlled	0 ha	HS Already at 73,700 hectares increase with more to be confirmed. The new buffer zones provide considerable additional protection and mainstreaming of biodiversity now extends well beyond the PAs and Buffer Zones	13.700 hectares in Aleppo pine forest. 60,000 hectares as a buffer zone for Wadi Rum PA and sand dune vegetation Current land use plan for Petra suggests will be comfortably on target	Jerash Governorate: Aleppo Pine (Pinus halepensis) Forests 6,200 ha Petra Region: Hisheh Forest (Quercus coccifera) 300 ha Wadi Rum Landscape: Sand Dune vegetation (Haloxylon persicum) type – 8,900 ha	The target is achieved At all sites the suggested buffer zone were covered the area with ecologically sensitive to tourism activities, and also the buffer zones plans have suggested certain criteria and procedures to decrease the threats to this ecological zones. The plans are endorsed by the local and national authorities. The local advisory committees (LACs) at the project sites is another sustainable approach and tool which will positively contribute to increase the control at ecological sensitive sites, LAC's members were exposed to a wide range of training programme during the project life, the training programme equipped them with the needed skills and experience that will give them more reasons and tools to mainstream the conservation practices within their communities.	HS	Indicator is reasonable. Wadi Rum buffer zone (760 km ²). Women's Association received a grant to produce <i>Haloxlon</i> (35,000 JD), replanting and linked to "adopt a plant scheme" through Visitor Centre. Dibeen – Picnic area diverts pressure from sensitive area. Land Use Plan identifies new areas with rich and important biodiversity (Wadi Alsofsaha) ALSOFSAHA) and LUP proposes new PA ion this site. Petra – project has helped PDTRA to access grants from MOPIC to develop picnic areas in the forest to divert pressure from and replicate Dibeen experience. UNDP is preparing a concept for GEF 7 for forests in Jordan and the Hisheh Forest will be included in this.
2.7 Populations of the following indicator species across the landscape	Baseline populations	MS These indicator species may not be the appropriate ones as discussed in the	Lacerta media Eight specimens were recorded in the baseline survey in Dibbin Protected Area but unfortunately	No decrease over baseline values	Based on MTR recommendation new indicators were suggested; the new indicators is "No Decrease in Biodiversity status over Baseline Values as defined in BIMS" this indicator will be updated before the end of the project, ecological surveys that will be carried out before the end of the project with clearly scheduled		Indicator is not fit for purpose. Not reported on.

(inside and outside PAs) remain stable: Jerash Governorate: Lacerta media; Petra: Vulpes cana; Wadi Rum: Caracal caracal		main text. Lacerta is very difficult to assess in terms of numbers per area; Caracal have not been seen in nearly 20 years so unlikely to be a valuable indicator	<p>none were recorded outside the PA.</p> <p>Vulpes cana; the project and through extensive field surveys in Petra site found that the presence of Vulpes cana was confirmed in two methods (trapping and spoor routes) to be 9 individuals.</p> <p>Caracal caracal; the project and through extensive field surveys in Rum site found that this animal was neither trapped nor seen during the survey period. The last record for the species in Rum was from the research team in Jebel Khazali in 1998 where a footprint of a Caracal was documented, other than that no recent records for the species</p>		monitoring plans and programmes based on above mentioned indicator.		
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			were documented				
2.8 Level of credibility of licensing and permitting authorities who sanction and regulate tourism developments	Survey to confirm and document credibility level in the eyes of stakeholders (primarily the tourism sector)	S Considerable improvement since 2015 PIR	The project has finalized a biodiversity information management system (BIMS) which is GIS-web-based system. The BIMS is meant to establish sound data and information and effective monitoring system at the regional level, it will also serve the land use planning purposes by offering reliable data and information for NHS layers, and ultimately for licensing and permitting procedures.	Enhanced credibility of licensing and permitting authorities as a result of an improved basis for decision-making arising from sound data and information and effective monitoring system	BIMS system was formally launched with full support by MoTA, MoEnv and the other partners. RSCN is currently trying to further publicize and encourage more people and institutions to use the system through public social media and any other possible way. Furthermore, PDTRA recently launched the new information system for both natural and cultural assets, the new system include reliable and solid information about Petra site, the system also linked with DoA information system and UNESCO. MoTA has launched Tourism-Biodiversity database System, the strategic goal of this system is to make all available data about tourism in Jordan, and in particular about tourism impacts on biodiversity, readily available from an easy to access single location, and in a user-friendly and decision informing for planners and managers, and all interest groups and decision makers in this region. This system will play an important role in mainstreaming biodiversity conservation in tourism sector. Recently the project conducted another training event about BIMS data base for the project partners, the training was to update them about the new updates and how to upload new documents to the system and how to make all available data up to date. As the project is moving towards the end of its time, the project is preparing new ecological surveys to measure BIMS and project baseline indicators so at terminal phase the progress and achievement will be better measured and evaluated.	HS	Indicator is badly worded and vague vis a vis "level of credibility". 3 Databases BIMS – National information held by RSCN. Updated regularly with different levels of access by PAs and authorities. Updated before the end of the project and again in 2020. Housed in RSCN and therefore sustainable. TOURISM DATABASE – Private sector database that allows all tourism facilities to upload their data into the system so that MOTa can monitor their facilities and their compliance with accreditation and Charter, etc. PETRA PORTAL – Includes cultural and natural heritage data. GIS web-based database that has all information about the site including flora, fauna, geolocation, serves as baseline for monitoring.
Outcome 3: Improved management effectiveness particularly in revenue generation, tourism planning and management, and community relations in Dibe'en, Shoubak and Wadi Rum Protected Areas							
2.9 METT scores in each	Scores obtained	HS	At MTR scores were:	Improvements expected in	An improvement of 10% in the METT scores for each PA/Buffer Zone (based on MTR)	HS	Indicator is reasonable.

of Dibbin, Shoubak and Wadi Rum PAs	during PPG are: Dibbin 58% Wadi Rum 67% PAP to be determined	Significant success Dibbin and Wadi Rum already achieved target figure. It can be assumed that a score of 76 out of 102 at MTR for Petra is also significantly higher than it would have been at baseline although it was not measured then	Dibbin = 80 Wadi Rum = 74 Petra = 76	effectiveness in revenue generation, tourism planning and management and community relations, leading to an improvement in METT scores of around 8-10%.	<p>The METT scores per site will be updated at the end of the project at the terminal phase, while the current scores are: Wadi Rum; 74, 25% increase, The METT for Wadi Rum shows that the main improvements in management effectiveness relate to improved survey and research work related to the PA and its habitats and species; better management of resources in the context of active management of critical; habitats and species as well as ecological processes; improved knowledge and awareness of staff through training; and improved land and water use to better consider the needs of the PA.</p> <p>Dibeen; 80, 40% increase. the METT for Dibeena shows improvements at many levels but primarily in the areas of enforcement; research and monitoring of habitat, species and ecosystem processes; better control of access and resources use; improvements in local community partnership and involvement in the management process; general improvements in staff levels, equipment and visitor facilities; high levels of training and educational awareness; and improved land use planning for the PA and surrounding buffer zone.</p> <p>Petra 76, No original METT from Inception for comparison. Possible comparison will now have to wait until the Final Evaluation to identify improvements in management effectiveness at the Petra PA.</p> <p>The project was heavily involved with the Arab Regional Centre for World Heritage (ARC-WH) to organize a series of training workshops on the 'Implementation of the Enhancing Our Heritage (EoH) toolkit: Management Effectiveness Assessment' . The first event of these workshops is conducted in Bahrain while two sites from the project sites were involved, the project played an important role in the development of the</p>	The project has carried out a remarkable amount of training and capacity building which has been carefully thought through and designed and the experience appears to have been captured and retained within the target audiences (see Annex 6).
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					training materials and the project manager was one of the main trainers along with experts from IUCN, World heritage experts, and ICOMOS. Two other events are planned to be before the end of this year, the project will also contribute in the preparation of these events and more participants from the project sites will be involved. The project also with relevant to WHC, will secure some funds for decisions makers from Petra and Wadi Rum sites in order to participate in the 42 WHC which will be held in Bahrain from the 24th of June till the 4th of July 2018, both sites will present the progress at their sites, in which the project represent good chance in front of both of them in achieving the world heritage recommendations. This indicator will be measured before the end of the project, more specifically at the terminal phase.		
2.10 Financial security and sustainability of PAs	The three PAs (less so with Wadi Rum) currently rely almost entirely on government grants and/or development aid as sources of finance	Progress at MTR not measurable in terms of % ge but the new business plans are designed to address this process directly so can expect a substantial increase. 50% may be optimistic in view of the political situation and fall in tourism	The new management plans and the new business plans do focus on enhancing financial sustainability. The new business plans aim to diversify and increase sources of income. The political unrest in the region represents causes a dramatic decline in tourism sector	Increase the level of financial resources that are generated on site (and not reliant on government budget or development aid) to 50%	Dibeen: good improvement in their Financial Sustainability based on the changes since the last reporting period, through improvement in the institutional frameworks, business planning and tools for cost-effective management. The new picnic area established in Dibeen on April was among the "sustainability" tools, it has already generated \$11,232 during this "pilot /opening" phase. The other tool established to contribute to the financial sustainability of the site is Dibeen business plan that was developed by the project aiming to make Dibeen an economically, environmentally and socially sustainable destination in the coming five years; the document includes a well-studied and doable action plan	HS	<p>Indicator is problematic</p> <p>Indicator is contentious (e.g. revenue raising should supplement core government or other funding and not replace it otherwise it could end up with same amount of funding but burden of collecting it. Provides a view of income to the PA but not a reliable measure of the park in terms of opportunity to raise revenue but not a measure of mainstreaming <i>per se</i>.</p> <p>However, indicator has been reliably tracked by project and considered satisfactory (highly).</p> <p>PAs have been helped to access other sources of financing (e.g. GEF SGP, World Heritage Centre in</p>

						<p>Bahrain, USAID/ACOR). Local groups have received training on proposal writing and both Petra and Wadi Rum have applied for 5 projects and won 4 of them.</p> <p>The project is helping local women's association with proposal writing and a feasibility study for SME support which will increase PA income generation through concessionary scheme and agreed payments. ^ feasibility studies, 2 per PA.</p> <p>The picnic area in Dibeena will generate park revenues.</p> <p>A follow up should include developing simple site-based financial plans for each PA and management plan.</p>
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Annex 10 Audit trail

Comment reference	Source	Comment	Response

Annex 11 Progress in Delivering Outputs

Outputs	Achievements Reported by PMU	Terminal Evaluation Comments
Objective: Biodiversity Conservation Objectives are Effectively Mainstreamed and Advanced into and through the tourism sector development in Jordan		
Outcome 1: Regulatory and enforcement framework in place to avoid, reduce, mitigate and offset adverse impacts of tourism on biodiversity		
1.1 A Strategic Environmental Assessment (SEA) for tourism development to inform biodiversity considerations in land-use planning - defining spatial areas where development should be avoided; where it may be permitted subject to management controls, and mitigation and offset requirements	The SEA is in place (approved by MOTA) and has successfully informed and influenced the new National Tourism Strategy 2017-2020. It has also been used by the MOMA in developing Municipal LUPS and will be used in a larger (planned) land use planning exercise by the MOTA.	The SEA has been approved and is in use. This represents a considerable step forwards for spatial planning as it relates to tourism in Jordan because it integrates biodiversity into the process from the start
1.2 A biodiversity-friendly tourism charter including a set of standards developed tested and adopted for the MoTA certification schemes for hotels, eco-tour operators, eco-lodges and environmental camp sites.	Biodiversity-Friendly Tourism Charter and Biodiversity Tourism Standards have been adopted by the MOTA. The Green Growth Policies and Action Plan launched recently nicely extends the project's scope and impact.	The Charter and Standards appear to be widely used in the industry both through retro-fitting and for new developments. Their use is closely linked to outputs 1.3 & 1.5. They have been reinforced by considerable efforts in capacity building and training.
1.3 An effective system of penalties for breaches of permit conditions in the tourism sector developed, adopted and publicized reflecting the new Biodiversity-friendly certification system.	<p>Penalties for biodiversity or environment assaults are heavily targeted through the Ministry of Environment (MoEnv) law for the year 2017.</p> <p>In more details, under the provision of the law the Ministry adopted two regulations which are directly related to biodiversity namely the regulation on Protected Areas and National Parks (Number 29 for the year 2005), and the regulation on Environmental Impact Assessment (Number 37 for the year 2005). Penalties and fines of the MoEnv is not enforced towards tourism industry by itself, its legal frameworks are made to ensure proper biodiversity conservation and environmental protection.</p> <p>On the other hand, the various Jordanian laws provided for severe penalties for violations related to the environment.</p> <p>Due to the efforts made in this project, especially with regard to reviewing the laws and the gaps, the development of observations and suggestions, Environment Law and Tourism Law have been amended paying attention to these observations.</p>	The revisions to the Environment Law and the EIA process seem to have real “teeth” and the checks and balances appear to be in place to ensure that these cannot be conveniently ignored. Furthermore, the MOTA Certification and Charter provide significant disincentives for non-compliance in as much as compliance carries significant benefits such as access to credit, the converse if that non-compliance is something of a penalty.

1.4 Biodiversity guidelines for the EIA Process as it applies to tourism developments and operations with a particular focus on off-site and cumulative impacts.	The biodiversity / tourism EIA Guidelines have been developed and has past initial review. The new guidelines are submitted to MoEnv and reviewed, the project is working with MoEnv and other relevant partners to consolidate one EIA guidelines that MoEnv will endorse it before the end of the project.	The EIA Guidelines appear to be widely regarded and once past will provide a firm basis for tourism development planning and biodiversity management. Both the RSCN and the MOTA now sit on the Committee that reviews EIAs providing a high degree of scrutiny and transparency
1.5 Economic incentives and disincentives to promote adherence by tourism industry to the reformed policies and regulation.	The MOTA has now linked the certification standards and charter to the granting of tourism operation licences and (renewed annually) and for the approval of new tourism developments. 4,000 hard copies were produced by the project and submitted to MoTA in order to handle them to Tourism facilities during the new year.	There are tangible incentives and disincentives to ensure compliance and adherence to the standards. For instance, a “5-Star” rating is only obtainable if an operation has at least one approved environmental certification / award. More importantly, access to credit through financial institutions can be refused if the operation or development does not have certification.
Outcome 2: Institutional capacities for planning, monitoring and enforcement strengthened in Dibeen, Petra and Wadi Rum landscapes/development zones, so as to manage the impacts of tourism development on biodiversity within ecologically-valuable and sensitive areas		
2.1 Biodiversity Information Management System (BIMS), founded on initial ecological surveys to inform Land-Use Plans, serve as a platform for decision-making, and as a source of up to date knowledge on biodiversity.	The BIMS has been established and the monitoring function originally envisaged as a Biodiversity Monitoring System has been absorbed into this. The monitoring has taken place in developing the system and it (already done and BIMS updated) will be repeated at the close of the project and again in 2020	The BIMS has already been used and provides a tiered access by different stakeholders to the database. The BIMS is run by the RSCN which provides a strong indication that it will continue to function and remain fit for purpose
2.2 Comprehensive land-use plans based on BIMS and covering Jerash Governorate, PDTRA territory, the Petra proposed PA and its buffer zone, and the Greater Wadi Rum Landscapes/Development Zones to set development limits so as to protect biodiversity.	LUPs have been developed for all three target sites. These have been based upon the BIMS. The LUPs were also instrumental in launching the Local Advisory Committees which is a progressive step towards local participation in planning and protected areas management. In Dibeen the LUP has included the establishment of buffer areas and possible extensions to the reserved areas. In Wadi RUM and PETRA the LUPS have also included buffer zones. MoMA announced recently ToR's to revise the National LUP that have been developed in 2007, to ensure among other the inclusion of natural asset. MoMA has recently approved the establishment of the Natural Heritage Section within the ministry structure, the section is responsible for mainstreaming the conservation of natural assets into the ministry's planning process.	280,526 ha of land have come under the LUPs exceeding the original expectations of the project. The process has demonstrated the use of BIMS in informing the land use planning and has provided valuable capacity building and experience to MOMA and other stakeholders demonstrating a very “joined-up” approach which augurs well for the continued use of LACs, LUPs in protecting biodiversity resources.
2.3 Biodiversity Monitoring System to update and maintain the BIMS, identify trends and ensure that any changes in biodiversity-important areas remain within acceptable limits; to include remedial measures that will be triggered	See 2.1	See 2.1

by the monitoring. Include the use of indicator species as appropriate.		
2.4 Improved enforcement of land use development constraints geared to protecting biodiversity.	The LUPs and management plans are now in place providing rules, including the inclusion of UNESCO conditions. There has been considerable capacity building to support enforcement.	There is sufficient evidence from the PDTRA and Wadi Rum Management that there is sufficient capacity built to enforce regulations. This is further strengthened by the LACs and a more consensual and inclusive approach to management that will likely benefit Wadi Rum, Petra and Dibeena PA.
2.5 Effective interpretation and information facilities at vantage points to inform visitors about the values and vulnerabilities of ecological resources and the consequences (ecological and legal) of not adhering to limits and regulations.	<p>The project has provided:</p> <p>Wadi Rum:</p> <ul style="list-style-type: none"> Filming a promotional film about Wadi Rum natural area. Undertake interior re-design for both the interpretation facility and the reception room in Wadi Rum visitor center The project equips WRPA with Uniforms (Staff and Service Providers). This helped the management of the PAP better control and manages the Protected Area in a professional way while it will give an indication for the visitors on the authorized personnel and service providers to deal with. Refurbished the signage system at WRPA. This action helped manage visitors inside the Protected Area and therefore better conserve biodiversity. this was done by installing Warning Signs inside the Protected Area with sustainable materials, Installing new Signs at the visitor center, Different kinds of signs: Informative, Directive, Dos and Don'ts, and Warning Signs. Placing two interpretation screens in the PA visitor center. More than 80 different Bins were installed at WRPA in order to reduce and manage the waste problem within the Park. <p>Petra:</p> <ul style="list-style-type: none"> Review the brochure of PAP and mainstream biodiversity conservation within the text and/or Photos 	The project has not only developed environmental interpretation and visitor management capacities but it has also worked with the partners to follow up and develop, through a participatory process, action plans to achieve the activities.

	<p>wise. This action was contributed in interpreting biodiversity conservation in the materials targeting public visitors.</p> <ul style="list-style-type: none"> • Action plan for improving the capabilities of visitor's management and interpretation facilities in Petra. Special attention has been given to the pressing development needs in Petra as issue of massive tourism. • The project equips the Petra Archeological Park with Uniforms (Staff and Service Providers). This helped the management of the PAP better control and manages the Protected Area in a professional way while it will give an indication for the visitors on the authorized personnel and service providers to deal with. • Refurbished the signage system at Petra Archaeological Park (PAP). This action helped manage visitors inside the Protected Area and therefore better conserve biodiversity. this was done by installing Warning Signs inside the Protected Area with sustainable materials, Installing new Signs at the visitor center, Different kinds of signs: Informative, Directive, Dos and Don'ts, and Warning Signs. • Placing big screen outside the visitor center in a strategic location that PAP defines to play informative messages that include biodiversity conservation, environment and nature awareness messages as well. • More than 80 different Bins were installed at Petra Archaeological Park in order to reduce and manage the waste problem within the Park. • Produce movie about Petra biodiversity for the first time, in which Petra from different angel was presented. • Revise and produce Wadi Rum leaflet with special attention to WR biodiversity aspect. <p>Dibeen:</p>	
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	<ul style="list-style-type: none"> • Produce Dibben leaflet. • More than 80 different Bins were installed at Dibeena PA in order to reduce and manage the waste problem within the PA. • Placing two interpretation screens in the PA visitor center. • Filming a promotional film about Wadi Rum natural area. • Interpretation area was installed close to PA visitor center. 	
Outcome 3: Improved management effectiveness particularly in revenue generation, tourism planning and management, and community relations in Dibeena, Petra and Wadi Rum Protected Areas		
3.1 PA Management Advisory Boards for promoting increased involvement of the private sector and local community in PA management.	MABS have been established and played an important role in the development of the management plans. Four training programmes are conducted to LAC (local Advisory Committee in different important topics with two knowledge exchange visits.	Measured by significant increases in the METT scores for all three PAs.
3.2 Dibbin PA, Petra PA and Wadi Rum PA Management Plans revised to reflect the principles espoused in the new Land Use Plans and the benefits from new BIMS and Monitoring System.	All three management plans have been revised and were informed by the BIMS data as well as including principles from the LUPs and were carried out in a participatory manner through the MABs and LACs. All plans are inclusive of buffer zones and of local communities and other stakeholders	Agreed.
3.3 Visitor management capabilities (to reduce impact on biodiversity) in Dibbin, Petra and Wadi Rum PAs, enhanced through improved visitor facilities, better trained rangers and eco-guides, and improved management capacities, to expand visitor attractions and improve visitor experience while reducing impact on biodiversity in sensitive areas.	<p>The project has provided:</p> <p>Wadi Rum:</p> <ul style="list-style-type: none"> • Establish the local Advisory Committee (LAC) and conduct two exchange visits and four training programs to enhance their skills in protection. • Several training programmes were conducted to many employees and some local community in different topics regarding biodiversity. • Equip the PA management and the surrounding local municipalities with survey and land use plan equipment's and software's. <p>Petra:</p>	Repetition of output 2.5. Considerable effort has been put into training and capacity building to support this.

	<ul style="list-style-type: none"> • The project installed two kiosks / cabin near the tickets office for a supporting team of staff and the second one as a station for the Tourist Police. Also in the reception area we installed new corner in the reception room. • Land Use Planning for Petra: one of the achievements was to develop enforcement framework for land use planning to protect the ecological resources and services such as biodiversity, productive farmland, ecosystem services, scenic landscapes and historic and cultural resources of the Petra Region. • Action plan for improving the capabilities of visitor's management and interpretation facilities in Petra. Special attention has been given to the pressing development needs in Petra as issue of massive tourism. • Several training programmes were conducted to many employees and some local community in different topics regarding biodiversity. • Equip PDTRA with survey and land use plan equipment's and software's. <p>Dibeen:</p> <ul style="list-style-type: none"> • Install new picnic area to reduce the visitor pressure on biodiversity. • Several training programmes were conducted to many employees and some local community in different topics regarding biodiversity. • Equip the PA management and the surrounding local municipalities with survey and land use plan equipment's and software's. • Help RSCN and PA management in developing new trails that attract new visitors with special needs. 	
3.4 Business plans for Dibeen, Petra and Wadi Rum PAs.	Business plans produced for Dibeen and Wadi Rum and already in use by the management.	Business plans in place and highly regarded by management users. TE comments that a Financial Plan (a simple

	Six feasibility studies for small and medium enterprises are in process now and will be end before the end of the project, the feasibility studies focus on biodiversity conservation.	spreadsheet) should accompany the management and business plans. A template has been left with the PCU which is user friendly. It would benefit from one to two days of training but this can be provided “in-house” or by the PCU.
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Annex 12 METTS Scores

Site	Mett			Score card			Comment
	Inception	Mid	TE	Inception	Mid	TE	
Dibeen	58	80	80	24.0%	39.0%	54.2%	
Petra	N/A	76	79	N/A	58.0%	68,42%	The comparison based on MTR baseline
Wadi Rum	67	74	74	32.5%	61.5%	91%	

Annex 13 Final Co-financing Account

Co-financing (type/source)	UNDP own financing (mill. US\$)		Government (mill. US\$)		Partner Agency (mill. US\$)		Total (mill. US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	planned	Actual
Grants	500,000	487,333.28	366,242.94	92,830	2,700,00	2,593,506.63	3,566,242.94	3,173,669.91
Loans/Concessions	0	0	0	0	0	0	0	0
• In-kind support	0	0	0	0	0	0	0	0
• Other	0	0	0	0	0	0	0	0
Totals	500,000	487,333.28	366,242.94	92,830	2,700,00	2,593,506.63	3,566,242.94	3,173,669.91