

Annex I – Description of the Action

Project Title: Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan

Project Number: NDICI-GEO-NEAR/2022/434-782

Implementing Partner: United Nations Development Programme (UNDP)

Brief Description
<p>Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan (hereafter referred to as the “Programme”) builds on two programmes aiming to support decentralisation financed by the European Union and executed by UNDP, DLDSP¹ and DAILL². The “Programme” fills a very large void in local administrations, which is the lack of financial resources to invest in development projects. In recent years there has been a profusion of development plans, local economic development strategies; however, they are not backed up by the resources to implement them. The availability of funds will encourage and test new forms of public-private collaboration that include various municipalities and private investors.</p> <p>Focusing on the Governorate of Irbid, the “Programme” proposes a series of activities and is inclusive of host communities and refugees. The efforts are focused on creating economic opportunities and the joint search for solutions to chronic development challenges. By boosting the growth of economic sectors and supporting either the demand or supply of value chains and clusters, the Micro, Small and Medium Enterprises (MSMEs) will create jobs and enhance social cohesion, integration, and a sense of belonging among refugees and Jordanians.</p>

<p>Contributing Outcome (UNDAF/CPD, RPD or GPD):</p> <p>Indicative Output(s) with gender marker²:</p>	Total resources required:	EURO 7 M, USD 7,361,900 USD *	
	Duration: 36 months	UNDP TRAC:	
		Donor: EU contribution	7 M Euro
		Government in-kind contribution**	MOI Office space, staff time from LDD from MOI and MOLA
	Implementation Modality	DIM	

¹ Decentralisation and Local Development Support Programme (2017-2020)

² Decentralisation, Accountability, Integrity at the Local Level Programme (2020-2024)

*: Total Cost: USD 7,361,900 Equivalent to 7,000,000 Euro with the Infor Euro Exchange Rate July 2022, 1 EURO = USD 1.0517.

** : For information purposes only and not part of the budget of the action.

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List of Acronyms and Abbreviations

BOT	Build Operate Transfer
CBOs	Community Based Organizations
CSOs	Civil Society Organisations
DAILL	Decentralisation, Accountability, and Integrity at the Local Level
DIM	Direct Implementation Modality
DLDSP	Decentralisation and Local Development Support Programme
EC	European Commission
EU	European Union
EUD	Delegation of the European Union
FA	Financial Agreement
GDP	Gross Domestic Product
GoJ	Government of Jordan
IMDA	Indirect Management Delegated Agreement
IRI	International Republican Institute
LDD	Local Development Directorate
LDU	Local Development Unit
MoF	Ministry of Finance
Mol	Ministry of Interior
MoLA	Ministry of Local Administration
MoPIC	Ministry of Planning and International Cooperation
MSME	Micro, Small, Medium-Sized Enterprises
OWG	Operational Working
PPP	Public-Private Partnership
PSU	Project Support Unit
PWD	Person With Disabilities
RRF	Result and Resource Frame
SC	Specific Conditions
TAP	Technical and Administrative Provision
UNDP	United Nations Development Programme

I - Executive Summary

In its current Country Programme, UNDP Jordan is committed to strengthening resilience and inclusion through efforts to contribute to building effective, accountable and transparent governance institutions at all levels (SDG 16). As demonstrated in DLDSP and DAILL, specific focus has remained on building the effectiveness of decentralized systems and institutions in identifying and responding to the needs and priorities of citizens, especially women and youth, at the local level. UNDP follows an integrated approach to address poverty and inequality and achieve resilience and inclusion by supporting initiatives that foster an enabling environment for livelihoods and job creation, especially among vulnerable youth and women and host communities in crisis-affected areas.

Also, towards SDG 8, UNDP committed to working with key developmental partners (SDG 17) such as the EU, as well as national and subnational governments, and the private sector, to design and apply resilience-based development solutions for local economic recovery, including green economy opportunities and enabling equitable access to financial solutions to ensure no one is left behind.

The Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan (the “Programme”) builds on two programmes aiming to support decentralisation financed by the European Union and executed by UNDP, DLDSP³ and DAILL⁴. This uninterrupted support to Jordan’s decentralisation and local development process has generated a rich set of methodologies, processes, and systems related to strategic planning, budgeting, capital investment projects, accountability, transparency, and citizen participation in government decision-making municipalities.

The “Programme” fills a very large void in local administrations, which is the lack of financial resources to invest in development projects. In recent years there has been a profusion of development plans, and local economic development strategies; however, they all end as good intentions because local administrations do not have the resources to implement them. The availability of funds will encourage and test new forms of public-private collaboration that include various municipalities and private investors. Therefore, the “Programme” may become a fertile ground for local development policies experimentation.

Focusing on the Governorate of Irbid, the “Programme” proposes a series of activities and is inclusive of host communities and refugees. The efforts are focused on creating economic opportunities and the joint search for solutions to chronic development challenges. By boosting the growth of economic sectors and supporting either the demand or supply of value chains and

³ Decentralisation and Local Development Support Programme (2017-2020)

⁴ Decentralisation, Accountability, Integrity at the Local Level Programme (2020-2024)

clusters, the Micro, Small and Medium Enterprises (MSMEs) will create jobs and enhance social cohesion, integration, and a sense of belonging among refugees and Jordanians.

Municipal capital investments can and should make a difference in local sustainable development. All capital investment projects must look for opportunities in the green economy & smart and resilient cities, information and communication technologies (ICT); agriculture; small scale industry, and tourism. These four sectors have the prospective and potential to attract private capital and generate income for the governorate of Irbid. After exploring the possibilities in each of these sectors, the “Programme” will work to consolidate value chains and clusters that boost the economy, create jobs, and improve the quality of life of all residents.

However, achieving these objectives requires a change of mindset concerning governorates, municipal and public administration in general. The conception that most citizens have of the state as a source of employment and income must be gradually replaced by a renewed social contract where the public sector, through strong partnership with the private sector contributes to stimulating entrepreneurship, innovation, and creative capacity. The public sector should act as a facilitator, catalyst and promoter of the private sector, not as an employment agency.

Therefore, the Jordanian public sector must improve its productivity and become a facilitator of societal, economic, and environmental changes with a stronger regulatory role. Municipalities' capital investments can be instrumental as stimulators in promoting business in economic sectors that have potential but have not been properly addressed so far.

Governorates and municipalities must direct their attention to the present and future challenges, including the construction of smart and resilient cities, addressing refugees needs, climate-smart and circular peri-urban-urban food production, circular economy, and energy-efficient industrial production. The change also requires crafting public-private partnerships (PPPs) where both the public and private sectors benefit and each one does what they do best.

The Jordanian population is mostly young; however, young people have very little participation in the decisions that affect their present and future. Community-based initiatives should be fundamentally initiatives by young people who understand better than their elders the economy and the society in which we live.

Digital technology and the great technological leaps have radically changed how young people study, live, interact, and work. For these reasons, the “Programme” should privilege the initiatives of young people who can transform their communities through new ventures, the creation of solutions to build smart cities, improvements in energy efficiency and, above all, the conservation of natural resources such as water vital for the country.

The “Programme’s” contribution will not solve all the problems associated with increasing the resilience of host communities and refugees in Irbid/Ajloun. However, it may help change the relationship dynamics between the public sector and the population, businesses, and civil society organisations.

The “Programme” activities act as triggers of innovation and creativity where local actors coordinate and collaborate to develop and make resilient their communities.

II - Situation Analysis

In Irbid (and potentially Ajloun as bordering Irbid Governorate), the presence of refugees has created extreme pressure at the local level with increased demand for municipal (cleaning and solid waste management) and national (health, education, and social assistance) public services. Similarly, the presence of refugees has exacerbated unemployment problems in an area where socioeconomic opportunities are scarce. Also, the sudden increase in population affects the extensive use of natural resources such as water, which are in short supply in Jordan. The devastating impact of the pandemic has further worsened the situation with consequences for social cohesion and a growing risk of destabilisation and conflict.

Consequently, the impact of refugees on host communities in Jordan is fourfold:⁵

- Political impact: risk of tensions within host communities, political unrest, impact on political affiliation and participation.
- Economic impact: impact at the macro-level (need for additional public spending to allow broad access to public services, the tension in the labour market, impact on the trade balance, inflation, external debt) and at the micro socio-economic level (low private investment and the closure of large number of SMEs due to lockdowns and restrictions).
- Social impact: impact on changes in cohesion, identity, and ethnic balance.
- Environmental impact: Increased pressure of the refugee influx on ecological systems, including unsustainable water consumption, increased risk of pollution and contamination, land degradation and reduction of forests.

Such challenges must be addressed in the long term, considering that the current situation in Syria is currently not conducive for refugees to return to their places of origin or resettle elsewhere.⁶

Therefore, given the low prospects of return, it has become even more necessary to increase access to local opportunities to ensure sustainable and long-term planning on issues hampering such opportunities while focusing on social cohesion and inclusion. Longer-term development planning

⁵ Action Document EU.

⁶ “UNHCR data demonstrates that refugees in Jordan submitted 3,367 requests to resettle in third a country in 2020, down from 5,279 submissions in 2019. They were only 1,082 resettlement departures in 2020 a decline from 5,458 in 2019”. *10 Years into Exile: A Shock on Top of a Crisis*. Care international Jordan, January 2021.

enabling the environment to foster integration and livelihoods opportunities, both for host communities and refugees, needs to be enhanced to reduce the risk of destabilisation.

In the Irbid Governorate Development Report for 2019⁷, the following challenges were perceived as direct consequences of the influx of Syrian refugees:

- a. The influx of large numbers of Syrian refugees has led to increased poverty and unemployment among Jordanians.
- b. The number of beggars has increased, accompanied by a deterioration in the perception of safety and security.
- c. The number of Jordanians in youth hostels and rehabilitation centres has increased, indicating precariousness.
- d. Charities are under pressure from the intensified demand for social assistance.
- e. A new phenomenon of underage marriages.
- f. Stress in the infrastructure of health, education, and housing.

Jordan as a country faces enormous fiscal constraints at the national level determined by its fiscal deficit, trade deficit, and growing external debt. The country's fiscal - imbalances are also reflected at the subnational level, both in the governorates and municipalities. The lack of clarity concerning the budgets allocated to the governorates through the sectoral ministries; how projects are prioritised by citizens and are approved by the national government only creates more uncertainty. The inconclusive planning processes give the impression that the consultation and citizens participation are futile efforts. Therefore, it is urgent to strengthen the link between plans' development, financing, and implementation.

Moreover, the two rounds of "needs assessment" carried out in 2018 and 2019 by governorates and municipalities, without having secure sources of funding, have only increased the distrust of citizens towards the government *"while the participation of the community is essential to identify local priorities as perceived by citizens, the reality of the processes of preparing the 'list of needs' in practice has generated unnecessary expectations, which has inevitably triggered a wide range of unaffordable demands."* (O'Connor, Leigh-Hunt, Frey, & Telfah, 2020)

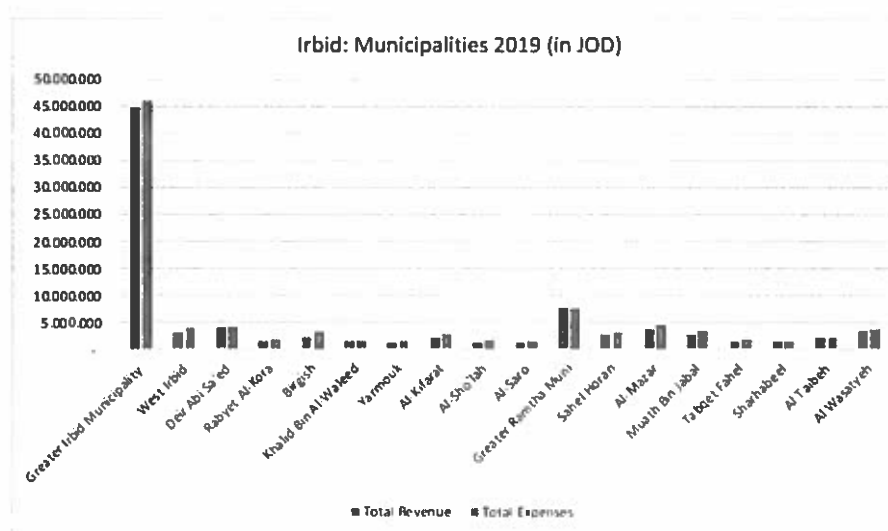
Most municipal budgets are used to a great extent to pay recurring expenses, especially salaries, and in some cases, all their resources are devoted to the payroll. The average expenditure in salaries in the 100 municipalities is 60%; only 23 municipalities have less than 50% of their budgets allocated for salaries. By the end of 2019, only nine municipalities had reported a balanced budget without a deficit (Al-Azraq, Sabha Al-dafyaneh, Muaab, Mutah & Al-Mazar, Al Mi'rad, Khalid Bin Al-Waleed, Desi, Sahab and, Greater Ajloun).

⁷ Action Document EU.

As the political economy analysis of decentralisation reflects (O'Connor, Leigh-Hunt, Frey, & Telfah, 2020), 'even in the' best municipalities', the maximum proportion of the budget available for project expenditures is 15-20%, while some municipalities have less than 5% available for finance development or capital projects. Therefore, undertaking capital investment projects as the answer to the achievement of local economic development seems highly unrealistic in the current financial conditions of the local administrations.

The report of the Ministry of Local Administration supported by the World Bank⁸ shows that on average, municipalities in Jordan dedicate about 20% of their budgets to services capital expenses (garbage collection, asphaltting of streets and public lighting) and 1% to capital investments (investments in ventures that generate revenues for the municipalities and foster the local economy).

Capital Investment Expenses for the 100 municipalities were JD 2.2 million in 2016, JD 2.3 in 2017 and JD 2.8 million in 2018⁹. At present, municipalities can only undertake the capital investments as 100% municipal because the legal framework does not allow them to sign PPP agreements or undertake joint venture investments with private investors without approval from MOLA.



Similarly, the financial situation of the Irbid municipalities is precarious. The reasons that have led to this situation are the sustained increase in current expenses, the decrease in investment in services and capital, and the stagnation of income. It is worrying that 17 of the 18 municipalities cannot even cover their expenses with their income and must resort to CVDB loans. Only the Khalid Bin Al-Waleed Municipality has a balanced income and expenditure budget.

Most of the municipal budget in Irbid is devoted to salaries. 61%, which is above the national average. There is no data for 2020, but the COVID crisis may have lowered the revenues while keeping the recurrent expenses sacrificing only the investments in services and capital.

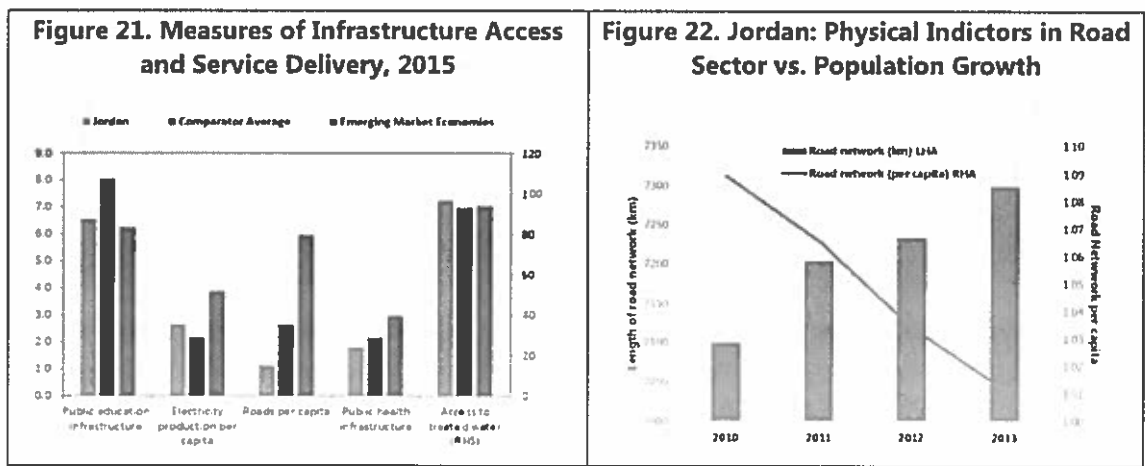
⁸ Financial performance of the Kingdom Municipalities during 2016-2018 THE WORLD BANK GROUP AND CITIES & VILLAGES DEVELOPMENT BANK OCTOBER 2019

⁹ Ibid.

The lower investment affects the quality of public services and local development. Comparing the data on population growth with investment in services, a deterioration in their coverage and quality is evident. To maintain the current situation, the economy and public investment must grow at least the same rate as the population, which hasn't happened in the last few years.

According to the International Monetary Fund projections, capital investments in 2020 represented 10% of the total budget of the public sector, while in 2018, it was equivalent to 15% of the budget. (IMF, 2021)

The data for 2021 is not available, but it is assumed that due to the pandemic, current expenses and investments have increased significantly in the health sector in response to COVID to cover the population's medical needs, such as intensive care equipment and new diagnostic and testing laboratories, among others. In analysing the composition of public investment in Jordan, the International Monetary Fund, in its report "Public Investment Management Assessment (PIMA)", presents official data for 2000-2015. These data corroborate those current expenses represent more than 80% of total public expenditure on average. When capital expenditures are broken down, it is also clear that the central government makes 57% of investments, municipalities 13%, and state-owned companies (SOEs) make 30% of total investments. (IMF, 2017)



Source: World Development Indicators (2015)

The IMF's Second Review Under Jordan's Extended Arrangement and Request for Augmentation of Access to Address the Impact of COVID-19 stresses, "The impact of the COVID-19 pandemic has been attenuated by the authorities' timely and well-targeted measures to save lives, protect the most vulnerable and safeguard jobs. Nevertheless, successive COVID-19 waves and the sharp decline in tourism have taken a significant human and economic toll, with unemployment reaching record-high levels and the recovery delayed. (International Monetary Fund, 2021).

III - Development Challenge

The development challenge that the “Programme” will help solve is the creation of economic and employment opportunities and improved public services for host communities and refugees from Irbid governorate. The “Programme” will support the governorate and municipalities of Irbid/Ajloun in the quest for investment opportunities to stimulate the local economy. The municipal capital investment projects and supporting small scale initiatives will contribute to the private sector in creating jobs, enhancing environmental sustainability and benefiting all residents in the area (host communities and refugees).

Unemployment is a chronic national challenge, but it is more acute in the largest cities and populated governorates. The report on Unemployed Persons Age 15+ Years issued by the Department of Statistics¹⁰ shows that the governorates of Amman, Irbid and Zarqa have the highest levels of unemployment. The same report breaks down the analysis considering the percentage of Jordanians and non-Jordanians in unemployment. The differences between Jordanians and refugees are marginal in Irbid, where 19.3% (19% men, 20% women) of Jordanians are unemployed while 18.1% of non-Jordanians are in the same situation (15.6% men, 37.3% women). According to UNDP and ILO impact assessment study of COVID19 (UNDP, 2021) on enterprises in Jordan, the COVID-19 pandemic has negatively impacted enterprises of all sizes, and across all sectors. However, it has been particularly harmful to micro and small businesses, where 33% of surveyed enterprises reduced working hours and staff to cope.

As described in the EU’s Action Document, the first challenge for implementing the “Programme” is to define the economic sectors that can contribute the most to job creation, economic growth, and entrepreneurship in Irbid. Several studies carried out by the International Labour Organisation (ILO, 2016) in Irbid show that the economic sectors with the greatest potential for jobs creation and growth are agriculture, small-scale industry, and tourism.

The “Programme” will focus on a few important economic sectors of Irbid's economy to achieve a greater impact with the available resources. The sectors to be selected must be intensive in the use of labour, be relevant in more than one municipality, and have some degree of development (producers, markets, supply chains) within the governorate. The “Programme” will seek to improve, complement, and energise the economic sectors that are already important in Irbid.

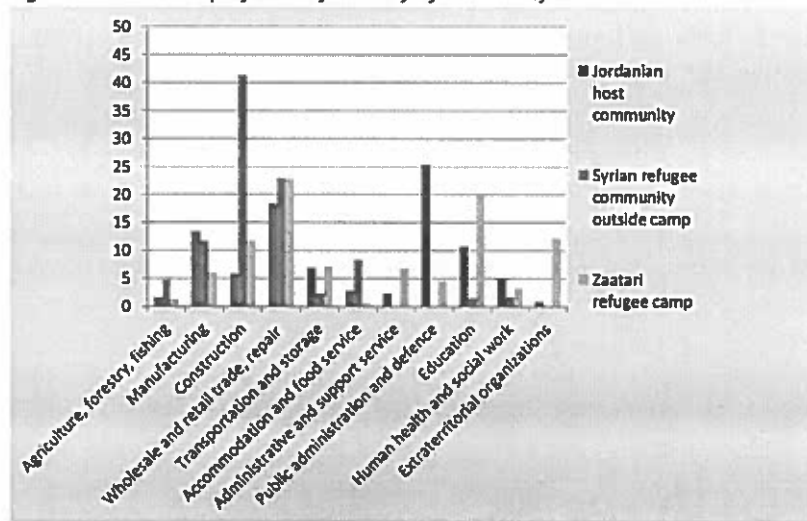
Most of the working Jordanians in Irbid are employed by the public sector, defence, education, and health, representing 60% of the employment. If we add to this percentage the retail sales, wholesale and repair shops and other services such as food services, about 70% of Jordanians in Irbid are employed in services that contribute very little to economic growth.

The study on the impact of Syrian refugees on the Jordanian labour market was carried out by ILO in 2015 and covered three governorates Aman, Irbid, and Al Mafraq, shows that refugees, supported by their previous work experience and level of education, are finding job opportunities

¹⁰ http://www.dos.gov.jo/owa/user/owa/emp_unemp_show_tables1?lang=E&year1=2021&round=1&t_no=41

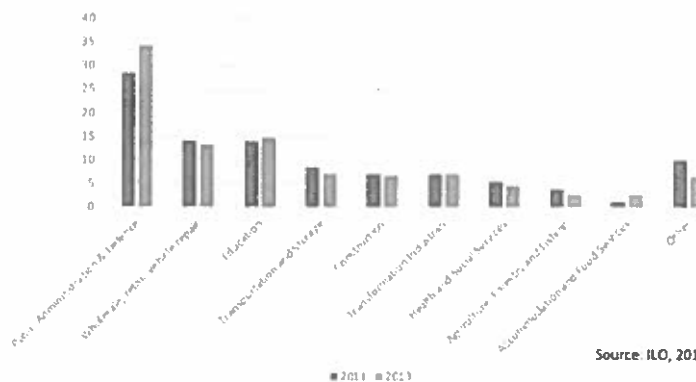
in all sectors of the economy. Refugees living in host communities are mostly employed in construction, wholesale and retail trade, repairs, manufacturing and agriculture. Likewise, many refugees are working in the accommodation and food services sector (Stave & Hillesund, 2015). However, if the sectors that employ refugees are reviewed from a gender perspective, the results present notable differences. The construction sector employs men exclusively, while commerce, agriculture, industry, and food and hospitality services employ men and women. This distribution of employment considering gender would lead us to conclude that the prioritised sectors should be those that provide job opportunities for women, women micro-entrepreneurs and family businesses.

Figure 5.2 Current employment by industry by community.



Source: ILO, 2014

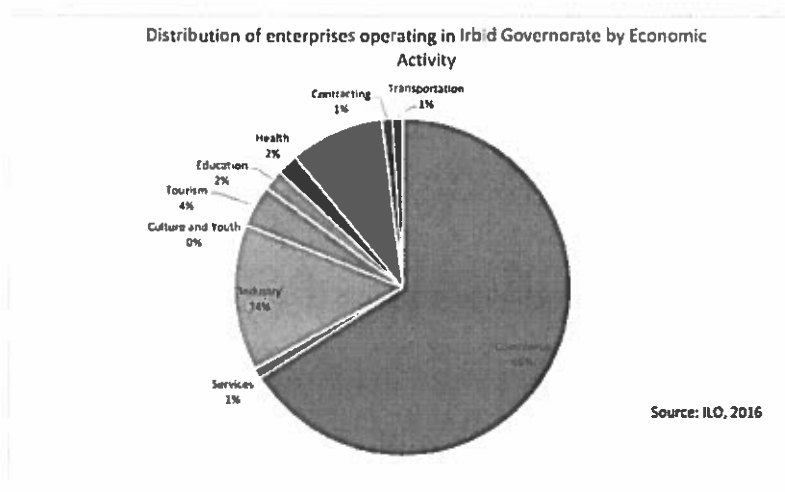
Distribution of % of Jordanian Workers in Irbid Governorate by Economic Activity in 2011 and 2013



Source: ILO, 2016

Capital investment projects will be chosen within the selected sectors that integrate and benefit groups of companies and small enterprises. In other words, the capital investment¹¹ must be linked to MSMEs, generating greater demand for their products, improving them through technology transfer, enabling access to markets and taking advantage of business support services. The relationship between the capital investment project and the MSMEs that operate in the sector should generate a synergistic effect. Companies benefit from the investment with access to new markets and technological improvements, and, at the same time, the “Programme” ensures inputs, services, and a conducive business environment.

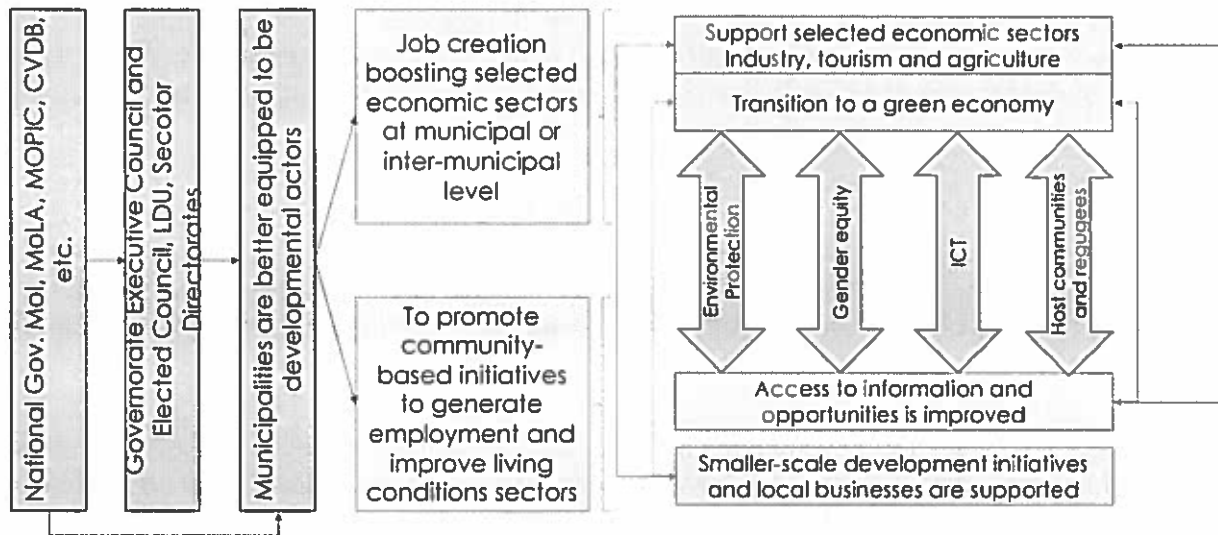
When the number of active companies is analysed according to the economic sector, we verify that commerce represents 65% of the total, while industry represents only 14% and tourism 4%. Agricultural activities are not represented in this analysis because they are not registered as companies.



Capacity building for MSMEs and the workforce is also essential for local development; therefore, the “Programme” will coordinate its actions with other projects and development agencies working with vocational training institutes, small business support intermediaries and other entities working in labour qualification.

¹¹ In the context of the public sector, and municipalities in particular, *capital investment* is understood as investment in the acquisition or building of new assets; or major repair and replacement of existing assets that have an economic life longer than one year and a value above a specified threshold.

Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan



Most micro and small companies are family businesses with no access to financial and non-financial services. For that reason, the “Programme” will support the MSMEs within its component access to information and support for enterprises. The actions will allow and guide MSMEs owned by locals and refugees alike to take advantage of the opportunities created by the capital investment following the links of value chains and clusters. The “Programme” will focus primarily on capital investments and support MSMEs in value chains and clusters; furthermore, the “Programme” will lobby for the infrastructure and services necessary for economic activity revitalisation.

The number of MSMEs operating in the sectors defines the potential for creating jobs. The more companies competing in the sector, the more possibilities to specialise the workforce, suppliers, supply chains and financial and non-financial services. Proximity creates competition in the local market and collaboration to cover other markets. Specifically designed interventions are needed to accommodate the unique challenges faced by women. Such interventions need to consider issues of transportation, childcare and cultural barriers. Therefore, it will be important to include tailored activities for promoting women’s economic participation. Such activities can include supporting women to establish home-based businesses in the agricultural and tourism value chains, providing capacity building and training opportunities, and promoting financial inclusion among women and refugees.

Capital investment expenditures should also be catalysts for changes in the way resources are allocated, prioritising spending in Irbid and its municipalities and preventing all goods and services from being purchased in Amman. In the same way, municipal investments should promote changes in the local economy to adapt it to global dynamics and technological changes. Finally, municipal investments should also catalyse the formalisation of companies and ensure the social benefits of

workers and gender equity. For all the arguments presented in previous paragraphs, the “Programme” will help municipalities respond to the following three challenges.

1. Firstly, municipalities must encourage the growth of local businesses and providers with the funding of the “Programme” associated projects. The “Programme” will bring additional capital and money to the local economy by implementing capital investment projects. Therefore, Irbid will receive an injection of external economic resources that must reach the local businesses and remain and circulate within the governorate’s economy.

The municipalities working with the “Programme” can temporarily *establish a buying-local policy, working with formal local suppliers, local technicians and professionals fostering the creation of capacities and wealth in their jurisdictions*. The purchasing power of the “Programme” and the municipalities can be instrumental in retaining and expanding economic benefits at the local level.

The buying-local policy for implementing the “Programme” will allow the development of micro, small and medium-sized enterprises (MSMEs) to develop, satisfy their operational and financial needs, and encourage additional investments. This buying-local policy will allow local producers and traders (Jordanian and refugee businesses) to strengthen their businesses and contribute to the formation of dynamic local markets and improve the vitality of the supply chains in the municipality.

Likewise, the municipality can delegate through contracts the provision of public goods and services to local companies and CSOs, which will help the revenues that reach the municipality remain and circulate, generating wealth and greater economic activity.

2. Secondly, municipalities must become *the catalysers for innovation, productivity, environmental sustainability and the construction of liveable cities*. In the exercise of municipal mandates, municipalities should address market failures, promote innovation, connect between diverse value-chain & clusters participants, and stimulate risk-taking entrepreneurs.

The role of the government is to set big goals, define the missions necessary to achieve them, encourage and invest in innovation, and manage the process for the common good, not just for private benefits. (Mazzucato, 2020)

Through its capital investment projects, the municipalities must boost smart cities, green economy, ICT, agricultural productivity, tourism & hospitality, and small industry. The municipalities must create linkages and mediate the differences by engaging entrepreneurs with universities, research centres, financial entities, small business support community and public sector entities.

3. Thirdly, *Municipal projects, through their purchases and contracts, can also stimulate reforms and desirable behaviours in local entrepreneurs*. For example, suppliers of goods and services to

municipalities should comply with labour laws, guarantee the minimum wage, pay social benefits to their workers and employ refugees.

The purchases of the municipality can stimulate the formalisation of companies and the necessary actions to ensure gender equality, for example, ensuring that women have the same salary as men when they perform similar functions and employ locals and refugees under the same conditions. The authorities can insert clauses to support a living wage and encourage employee training. Smart contracting opens possibilities for the municipality to influence the behaviour of entrepreneurs and generate long-term benefits for companies and communities. (APSE, 2018)

To achieve a greater impact with capital investments, the support to MSMEs, the “Programme” will support the provision of services in the areas of influence of capital investment projects. Given that it considers the mapping of the participants in the value chains and clusters as an entry point, this action will also make it possible to identify the geographic areas that will benefit from improving public services, serving host communities and refugees.

These public services will improve the workers' quality of life directly employed by the projects in their operational stage. Likewise, the improvements can also benefit participants in other links of the value chains, such as agricultural producers or MSMEs in areas adjacent to tourist or heritage sites. In this way, capital investments will be aligned with public services in their areas of influence, helping to create job opportunities and better living conditions for residents, entrepreneurs, and workers.

The improvement of services must be articulated with the development of a green economy and environmental sustainability. The priorities can be related to municipal services such as solid waste management, central markets or social services such as education, health, or family welfare. The “Programme” does not contemplate the building of infrastructure but the improvement of the existing premises. For instance, using solar panels and led lamps for public buildings and schools, adapting premises as nurseries for children or adapting infrastructure for workers and entrepreneurs with disabilities.

To improve public services, the “Programme” could also consider the participation of NGOs, Foundations and CBOs, including representatives of refugees, women, and vulnerable groups. Local stakeholders may also participate in the co-production of public services. Support for civil society organizations and cooperatives (specifically women-led) working within value chains is also important as they form an integral part of local economic development. Funding allocations coupled with institutional capacity building programs will support a more holistic approach to the local area development. CSOs and cooperatives should also be linked with municipalities and leverage LDU resources to improve market access and service delivery.

IV - Objectives, outcomes and outputs

Overall objective (expected impact):

The Overall Objective (Impact) of this action is to improve the socio-economic resilience of local host communities and refugees in North Jordan through improving inclusive and sustainable socio-economic development opportunities and service delivery.

Specific objective (expected outcome):

The Specific Objective (Outcome) of this action is an increase in allocation and investments targeting socio-economic development opportunities and basic service delivery that will contribute to job creation and improvement of living conditions of both host communities and refugees.

This objective should be achieved through:

- The implementation of inter-municipal capital investment projects to support selected economic sectors.
- The implementation of Community-based initiatives.

Output 1

To boost and stimulate strategic inter-municipal capital investments to support selected economic sectors in order to contribute to job creation and improve the living conditions of host communities and refugees.

The Results to be delivered by this action under output 1 are:

- 1.1 Selected economic sectors are supported through the implementation of inter-municipal capital investment projects looking for private participation via Public-Private Partnerships for the funding, implementation, and operation of projects benefiting host communities and refugees.
- 1.2 Promote the transition to a green economy by funding and guiding the selection and implementation of capital investment projects which ensure and value the rational use of natural resources, energy efficiency, reduced CO2 emissions, reduced water consumption and recycling.
- 1.3 The provision of services in specific areas is improved through PPPs, direct municipal provision, inter-municipal collaboration, and in conjunction with CSOs, Industry Associations and Chambers of Commerce.
- 1.4 Municipalities are better equipped to be development actors by improving their processes and procedures for selecting and evaluating economic development projects' feasibility and enablers of local economic development.

Output 2

To promote Community-based initiatives to contribute to employment and living conditions improvement.

The Results to be delivered by this action under output 2 are:

- 2.1. Inclusive local development groups (LDGs) are formed and mobilised around community-driven needs and opportunities for business development and jobs creation for host communities and refugees.
- 2.2. Access to information and opportunities is improved through interactive means and social media, encouraging citizens to participate, compete, create, and innovate ways to do business.
- 2.3. Local business and development initiatives are supported in the quest for innovation and new ventures; the “Programme” will stimulate the relations between universities, research & development centres with existing SMEs and start-ups owned by Jordanians and Syrian refugees.

V - Indicative Activities

Activities related to Result 1.1 Selected economic sectors are supported.

1.1.1. Revision and analysis of the existing strategic plans and strategies concerning agriculture, small industry, ICT and tourism.

The “Programme” will support and guide the compilation and in-depth revision and update of the existing development plans, needs assessments, LED strategies, governorate and municipal portfolios and banks of projects, projects for local economic development drafted by donors, development agencies, the Ministry of Investment, UN agencies, Tanmiah tool and others.

The revision will be a joint effort of the governorate local development unit, municipal units, the technicians of the “Programme” and the technical staff of the concerned directorates (agriculture, industry, and others).

1.1.2. Identify and select potential projects for agriculture, ICT, industrial development, and tourism; conduct a pre-feasibility analysis.

The pre-feasibility analysis will allow identifying the host communities and refugees¹² who will benefit directly and indirectly from the project, its potential to boost the governorate's economy and the municipalities involved, and the potential impact on the environment. The analysis will follow the project identification methodology developed by DAILL. Following the objectives of the national government, the capital investment projects seek

¹² UNHCR has set up Community Support Centers in relevant governorates to keep updated databases of the situation of the refugees.

to generate direct and indirect jobs that benefit refugees and host communities. All projects must consider at least 30% of refugees benefiting from direct and indirect jobs.

The first evaluation will follow a simple format and will not require very detailed studies. Also, this pre-feasibility evaluation will allow the governorate, municipalities and private sector to compare the pre-selected projects and draw conclusions about which of the projects has better social and economic returns and is more environmentally sustainable.

1.1.3. Carry out a consultation with concerned stakeholders for the final selection of projects.

As the Head of the Executive Council, the Governor will call for consultations that will include the elected Governorate Council members, mayors and councils of the municipalities and Members of the Parliament and the Senate representing Irbid. The consultations will involve the participation of the private entrepreneurs, associations of farmers, chambers of industry and commerce, private sector associations and micro enterprises owned by Jordanians and refugees. The discussions will occur as open hearings at the governors' office or in a place where the Governor convene. The "Programme" will encourage transparency in the discussions and decision-making.

The "Programme" and the local development units will prepare and share the information of the pre-feasibility assessments with all stakeholders to guide them during the project selection process.

1.1.4. Propose, discuss, and agree on the organisational setup and governance of the project operation after its completion.

The governance will consider the participation of the main stakeholders and shareholders, public and private. The governance structure will include decision-making bodies and distributing the shareholders/stakeholders' risks, costs, and benefits among the shareholders/stakeholders.

Capital contributions, assets ownership and co-financing, will determine the governance when the projects include private investors who contribute to their financing. DAILL will provide legal and economic-financial assistance to define the appropriate corporate governance and management forms.

1.1.5. Draft the final design studies for the selected projects and complete the economic, social, and environmental feasibility studies.

Once the stakeholders select the projects, their final design will proceed, including civil engineering studies, financial analysis, total cost, financial and economic returns, phases costs (if there are phases) and execution modalities.

The social feasibility study must consider the analysis of the potential beneficiaries of the investment initiative. From the social point of view, the feasibility evaluation must consider the project's relevance. In other words, its priority is to address the social needs

of the target population, considering the host and refugee communities. The social evaluation considers the degree of poverty, vulnerability, and exclusion of the target population to determine how the project will contribute to improving their situation.

Likewise, the projects will have a diagnosis to define the problem/potential and characteristics of the affected/benefited population. The population benefiting from the project must be characterised in the feasibility analysis stage.

The characterisation will consider the following elements:

- a. In its social dimension, especially those relevant to capital investment projects, such as income, employment, education, cultural background, age, and legal status (resident, refugee, temporary migrant, etc.). The “Programme” will collect information concerning refugees in coordination with the UNCHR Community Support Centre in Irbid governorate.
- b. In its geographical dimension: the area where it is located, and areas of influence correlated with the problem.
- c. In its temporal dimension: number of persons benefited, and estimation of the growth of the population during the next few years (host communities and refugees).

Among the project execution modalities are direct execution by the municipalities with their staff and equipment, the contracting of private companies, and a combination of public-private participation and co-financing. The “Programme” will pilot new forms of relationship with the private sector through Joint Ventures and Public-Private Partnerships, private equity, and municipal matching funds to finance and manage projects, construct infrastructure and provide public services

The “Programme” will submit the selected projects with feasibility studies and final design/ to the Operational Working Group (OWG). The Governor of Irbid and Mayor of Greater Irbid Municipality will be a member of the OWG. The OWG will analyse, consider, ask for a professional opinion and ratify the projects to start the execution. The selection, evaluation, and approval processes of those projects will be made in line with UNDP rules and regulations.

1.1.6. Carry out procurement and contracting processes to implement projects

The qualification and awarding of proposals and contracts will follow UNDP rules and regulations ensuring transparency and full disclosure of information.

The governorate and municipalities will monitor the execution of the project. The “Programme” will establish a contractual and evaluation committee to ensure compliance with what is agreed in the project execution contract in accordance with UNDP rules and regulations.

The “Programme” will coordinate with other donors and the CVDB to participate in funding the selected projects. When the available resources are insufficient, the “Programme” and the CVDB will seek additional sources to complement the resources.

Activities related to Result 1.2: Transition to a green economy is promoted.

1.2.1. Promote and support projects for smart and climate-resilient cities.

These projects may comprise the development of ICT solutions, urban mobility, technical innovations for energy efficiency, clean technology, the reduction of water waste, the generation of renewable energies, the rationalisation of traffic and zoning of urban areas and the greening of cities

1.2.2. Organise inter-municipal challenges on green energy solutions, smart city digital solutions and urban mobility

Including but not limited to investigating the potential use of olive mill wastewater (known locally as Zibar) in agriculture as an amendment is recently promoted because of its high nutrient content and exploring income generation activities to be implemented by local NGOs/CBOs (given that around half of mills are located in Irbid governorate and the surroundings). Also improving integrated management and minimisation of waste in a participatory, sustainable, and cost-effective manner (benefiting from the current work and momentum by MoEnv and the existence of a legal instrument for that). Here the activities may include establishing e-waste collection and dismantling sites in selected sites e.g., Jordan University of Science and Technology, the municipality, parks etc. As well as providing the necessary support to employ people (including people with disabilities) in e-waste dismantling. This will include building capacities (awareness and training), and providing tools and safety equipment.

1.2.3. Carry out exchanges with European cities implementing urban development and smart cities to learn from these experiences and promote projects in medium and small cities in Irbid, benefiting host communities and refugees alike.

1.2.4. Develop a Resilience plan for the Irbid governorate (to complement the other plans developed and updated for the other five Governorates.

Activities related to Result 1.3: Service delivery in the areas of influence of the projects is improved

1.3.1. Assess the coverage and state of public services in the areas of influence of the capital investment projects.

The area of influence and the host communities and refugees that benefit from improving public services will vary depending on the number and type of projects. When the projects involve clusters of companies, as in the case of tourist projects, the area of influence will be determined by the tourist site to be developed (for instance, a natural park, heritage assets and its surroundings).

In the case of value chains, such as agribusiness, it may involve investments in improving services around the industrial plant, post-harvest facilities or agricultural production areas.

In the area of influence of the projects, the host communities and the refugees will be considered beneficiaries of the actions to improve public services. Prioritisation will be carried out based on the unsatisfied basic needs of the target population.

- 1.3.2. Test pilots for local service delivery via co-production, outsourcing, concessions, public-private partnerships etc. The “Programme” will encourage the participation of local companies, CSOs and CBOs.

To carry out the improvements, refurbishing and maintenance of the facilities and the operation of the services, DAILL will analyse the institutional arrangements that can guarantee improvements in the quality and quantity of the services.

- 1.3.3. Undertake the legal and economic analysis for the constitution of inter-municipal companies for service delivery.

Small municipalities face problems of economies of scale for the optimal provision of services. The “Programme” will analyse the legal and regulatory framework for creating and operations of inter-municipal service companies to overcome the fragmentation.

- 1.3.4. Analyse alongside municipalities, private companies and CSOs the feasibility of signing delegation and outsourcing agreements to provide municipal services.

The “Programme” will also assess the possibility of incorporating private companies and non-profit organisations as providers of public services. However, all governance and management schemes will have the legal and financial study carried out by the “Programme” as a reference.

Activities related to Result 1.4: Local authorities are better equipped to be developmental actors.

- 1.4.1. Establish at the Local Development Directorate in Irbid a Project Support Unit, consisting of the “Programme” and LDD’s mandated with awareness-raising, project identification, appraisal, and follow-up the implementation of capital investment projects. Support the establishment of an Inter-Municipal LDU network and repository to share experiences, knowledge and resources.
- 1.4.2. Organise and establish an expert group consisting of former USAID, EU, and UNDP experts to develop sectoral and local planning methodology.

The “Programme” will stimulate the revision of planning methodologies and instruments that donors and development projects have developed. This analysis will evaluate the usefulness and applicability of these instruments considering the possibilities and limitations of local administrations and fiscal and administrative decentralisation.

- 1.4.3. Test and validate the planning methodology as a pilot in the governorate and its pilot municipalities of Irbid.

The selected methodology must be linked to the available financial resources and be proportional to the institutional capacity of the governorates and municipalities.

- 1.4.4. Facilitate access to the Cities and Villages Development Bank and search for additional funding sources for Irbid municipalities.

The “Programme” will maintain regular contact with CVDB executives to seek investments that complement those financed by the “Programme”. Likewise, the “Programme” will support the municipalities that benefit from the “Programme” in negotiating credits and credit guarantees to improve infrastructure, public services and enable Public-Private Partnerships.

The “Programme” will analyse the feasibility of establishing a “Local Development Fund” as a financing mechanism for LED at the local level.

- 1.4.5. Promotion of inter-municipal collaboration, connecting Jordan municipalities with Local Authorities Associations.

The “Programme” will establish relationships with regional government associations, local authorities’ associations such as the Covenant of Mayors for the Mediterranean, and the United Cities and Local Governments (UCLG) to facilitate the access of the Jordanian municipal authorities in these forums.

Activities related to Result 2.1: Inclusive Local Development Groups (LDGs) are formed and mobilised around community-driven needs and opportunities

- 2.1.1. *Local Development Groups (LDGs) are identified and mobilised around community-driven needs and opportunities.*

The “Programme” will prioritise the areas of influence of the capital investment projects. It will imply the improvement of services that will benefit the people working in the operation of the projects, the participants of the value chain and clusters.

The projects must focus on the refurbishing of existing infrastructure and the operation of public services, environmental sustainability (for instance, the installation of solar panels for schools, use of led lamps, renewables, energy efficiency etc.), and adequation of infrastructure to the needs of PWD (ramps, restrooms, accessibility etc.) and revitalisation

of tourism, heritage, cultural and transport assets that stimulate small business and attract domestic tourists and city visitors.

2.1.2. Launch a consultation process to select the actions to be implemented.

Communities, CBOs, NGOs, foundations and other CSOs can participate in the consultation process. The project will ensure that the majority of the people participating in the consultation and decision-making process are women and young people. Likewise, the project will ensure that PWD and refugees will be represented, and their interests and needs will be incorporated into the actions.

2.1.3. Appraise, qualify, and select the projects

The evaluation and selection process will be carried out with the participation of the interested communities. The evaluation criteria will be defined in advance by the “Programme”, and they will seek that these actions are framed in the green economy, gender equality and empowerment of girls. The implementation of the small-scale projects will ensure that at least 50% of the executors are micro-enterprises owned by women and refugees.

2.1.4. Implementation, monitoring and follow up the implementation

In addition to the follow-up controls that the “Programme” will establish, the communities will delegate two people responsible for following up and monitoring the implementation of actions to improve services.

The local administration will organise public hearings with the participation of all stakeholders to inform the state of progress in the implementation

Activities related to Result 2.2: Access to information and opportunities is improved.

2.2.1. Mapping and clustering of MSMEs related to the selected sectors.

Once the value chains or clusters are identified in the selected sectors, the “Programme” will carry out a mapping to identify the directly related companies. Micro-enterprises and family businesses from the host and refugee communities will have preference.

2.2.2. Organise a structured dialogue with the private sector based on the selected sectors, their clusters and value chains.

The “Programme” will involve stakeholders from the onset and seek coordination and collaboration to implement the capital investment projects. The capital investment projects may boost the demand or supply from the MSMEs involved in the value chains and clusters. Micro-enterprises and family businesses led by women will have the priority.

2.2.3. Identify specific comparative advantages, opportunities, and shortcomings to be addressed by the public-private collaboration.

The “Programme” will analyse the situation of the selected value chains and clusters. This analysis and its results will identify the capacity-building actions the participating MSMEs need to improve to boost their performance and stimulate growth and resilience.

2.2.4. Support municipalities to improve the business services such as licenses, permits, market information, formalisation, ease of doing business etc.).

Municipalities should simplify their procedures and facilitate access to information for entrepreneurs. The “Programme” will stimulate the revision of the procedures in issuing operating licenses, servicing investors, business registration and collection of fees. The “Programme” will support facilitation services for investors in partnership with Irbid Development Zone and the “One Stop Shop” of the Ministry of Investment.

The “Programme” will also support LDUs to become information hubs for entrepreneurs, business owners and job seekers, to make them able to establish networks and connections with the private sector, business associations (i.e., Chamber of Industry, Chamber of Commerce, EDAMA, the National Agriculture Research Centre, and business incubators and accelerators such as Shamal Start) and Irbid Development Zone.

2.2.5. Development and implementation of guidelines and procedures to increase the accessibility of businesses to municipal capital investment projects concerning LED.

The “Programme” will promote the transparency and the total openness of the capital investment budgets of the municipalities and the Irbid/Ajloun governorate. The financial and non-financial information of all municipalities benefited by the “Programme” should be open to public scrutiny.

The “Programme” will perform acts of qualification and award contracts for its capital investment projects in public events.

2.2.6. Organise fairs, exhibitions, open markets/bazaars, and annual competitions for economic organisations involved in agriculture, industry, tourism, and food production.

In addition to strengthening the selected economic sectors, the “Programme” will organise events to promote tourist destinations, shopping festivals and city branding that contribute to domestic tourism. In addition, the “Programme” will contribute to the organisation of fairs and product exhibitions to promote agricultural and industrial products.

Activities related to Result 2.3: Development initiatives and local businesses are supported.

2.3.1. Promote and fund innovations aiming at improving productivity, quality, and environmentally friendly practices within the selected sectors.

The “Programme” will actively promote improvements in the productivity of the factors of production and the incorporation of innovations. The “Programme” will understand innovation in a broad sense and could include new products, process improvements, use of new materials, improvements in packaging, reduction of energy consumption, efficient use of water, improvements in the supply chain, development of mobile applications, development of ICT solutions, generation and use of data, recycling, water harvesting, new environmentally friendly cultivation techniques, hydroponic agriculture, permaculture and others.

The “Programme” will support vulnerable groups access to employment opportunities generated by the capital investment projects.

2.3.2. Provide technical support through the Universities Hub for Applied Research to overcome shortcomings in the value chains and clusters.

Research and development must be carried out at the request of the entrepreneurs that are part of the value chains and the selected clusters. In this way, the solutions must respond to specific needs that can help improve productivity, environmental sustainability, and entrepreneurs' competitiveness.

The research field will refer to industrial activities, logistics, agricultural production, supply chains and industrial waste disposal, among others.

The “Programme” will develop a research database for Irbid, researchers, and postgraduate students can benefit from all research done on this governorate concerning the economic sectors, value chains and clusters supported by the “Programme”.

VI - Strategy

The strategy for implementing the “Programme” consists fundamentally in concentrating the municipal capital investments and activities in a few sectors and geographic areas so that the impact is greater

The “Programme” primarily seeks to identify and develop capital investment opportunities that strengthen Irbid/Ajloun's economy and generate a multiplier effect through its relationships with MSMEs to create employment, wealth, and greater business opportunities.

The green economy has been considered a particular sector linked to the concept of smart, sustainable, and resilient cities. However, the green economy's concepts and practices are cross-cutting. They should be applied in each intervention, starting with capital investments, going through the support of MSMEs, and providing services.

The strategy comprises a sequence of actions that will allow the identification, selection, feasibility analysis, and subsequent approval of capital investment projects that can contribute to economic development, job creation, social inclusion, and environmental sustainability.

In each stage, the “Programme” will include the relevant actors to ensure participation and commitment during the execution process and subsequent operation of the investment projects.

The political, policymaking, and strategic decisions will always be in the public sector, municipalities, the governorates, and ministries.

The “Programme” implementation process will follow UNDP’s policies and procedures for project implementation under the DIM modality.

The Programme Project Support Unit will act as a catalyst and facilitator for the processes. It will provide technical assistance, administrative and managerial support throughout the identification, selection, evaluation, and execution of capital investment projects. Likewise, the Project Support Unit will contract the expertise and technical assistance necessary to achieve the results efficiently and timely.

Considering the interests, roles and mandates of governorates and municipalities, the “Programme” should focus its efforts on strengthening the capacities of local authorities, helping to clarify the complementary roles of the public and private sectors, and promoting coordination and collaboration. Therefore, the main functions of the “Programme” should:

- Lead and encourage innovation for developmental purposes.
- Integrate and coordinate the actions with existing policies, programmes, and projects; fundamentally with UNDP projects.
- Provide technical support to public entities at the national, governorate and municipal levels.
- Enhance the capacities of governorates and municipalities to draft, assess, and implement capital investment and local economy stimulation projects.
- Facilitate the process of planning and provide administrative and managerial support for the procurement and contracting of project implementers.
- Search for new implementation modalities such as Joint Ventures and PPPs and find suitable governance structures for the implementation of inter-municipal ventures.

Finally, investments in improving public services will be linked to capital investment projects generating better living conditions that will directly benefit the communities in the areas of influence of the selected clusters and value chains. For example, they will allow mothers to work because they have a nearby nursery.

Improving public services will create an environment conducive to business because its benefits will go beyond the generation of jobs, encompassing the community's social welfare that houses the businesses and promoting social cohesion

VII - Lessons Learned from DLDSP and DAILL

Adjust and improve the legal and regulatory framework of decentralisation. One of the objectives of DLDSP was to support the revision and enhancement of the legal and regulatory framework pertaining to decentralisation. The political urgencies of the parliament and the government differ from the technical times and the implementation deadlines of cooperation projects. The lesson learned is that it is better to dedicate efforts and knowledge to adapting managerial and administrative processes, procedures, and practices than spend time trying to modify the legal framework. DLDSP developed proposals for legal reforms and decentralisation implementation policy. Likewise, DLDSP supported the drafting and application of complementary bylaws to operate the recently elected governing councils.

Setting the ground for public-private partnerships at the local level. Some lessons can also be drawn from DAILL, although it is still executed. It is still early to make conclusive statements, but it is necessary to mention that many of the tools used in the “Programme” are being piloted in DAILL.

Among the topics that are being tested and that will be fundamental for implementing the Programme, we can mention the following.

- Multi-level and multisectoral governance. Engaging key stakeholders to identify, select, and implement development projects comprises private sector representatives, ministries, parliament, CVDB agencies, governorates, and municipalities.
- Transparency, upwards and downwards accountability (local transparency index).
- Methodology for social, economic, and environmental appraisal of projects.
- Legal and financial analysis of Public-Private Partnerships and Joint Ventures.
- Connecting technical universities and the private sector for applied research (hub).
- Organisation and technical support to the Operational Working Group for decentralisation composed of the Secretary-General of MOI, the Secretary-General of MoLA, SG of MoPIC, Mayor of Greater Irbid Municipality and the representative of the CVDB.

Technical Support - The DLDSP proved to be well-positioned to provide technical support to MoI and governorates. DLDSP succeeded in delivering objectives to strengthen strategic planning, budget analysis and monitoring at the subnational level¹³. Despite the challenges it faced, DLDSP has made progress towards building the institutional capacity of the MOI, Local Development Directorate and the collective competence of LDDs and LDUs, through support for the development of systems, procedures and capabilities to activate the new functions required by law.

DAILL Programme supports the development of capacities at the national and sub-national levels to allow these organisations to fully understand the implications of transparency, accountability, and integrity in the public sector. However, since these concepts and methodologies for participatory planning, citizen engagement to monitor and hold the authorities accountable are new to subnational governments and citizens, the DAILL faces several challenges. The first challenge is the diminishing legitimacy of local authorities and citizens' trust in elected authorities. The

¹³ Ibid.

second challenge is citizens' lack of interest in participating in local government planning and budgeting because of the lack of results. The third challenge is the lack of autonomy of elected councils because of their limited decision-making powers and the absence of budgets.

Capacity building – Regarding the objective of strengthening the capacities of public officials, both programs face challenges derived from the lack of an adequate incentive system for national and local personnel. At times, unmotivated civil servants were unwilling to fulfil their newly assigned mandates or to learn and gain new experiences.

There is also a marked resistance to change since officials do not perceive the benefits of improving the public administration -as a services provider and developmental promoter- for political stability and peace. The lesson learned is seeking, identifying, and working with the authorities and officials interested in and committed to the Programmes' objectives (champions). All this requires the political will and participation of the highest executive authorities (Governor and mayor) and the authorities of the deliberative body (municipal council and government council).

Another issue to consider for implementing the Programme is to understand citizen perceptions better and seek points of common interest between the subnational administration and citizens. In this way, work is carried out on issues where citizen and administration interests converge, leaving aside conflictive issues. It is very unlikely to reach agreements (focus on opportunities, leaving problems aside).

Despite all the challenges, DLDSP achieved an outstanding result that deserves to be noted. It is the organisation, design, and execution of the master's degree in Local Development. This was an unprecedented effort with three European universities and the University of Jordan.

The integrated territorial planning. DLDSP's and the ongoing experience of DAILL demonstrate the need for sub-national entities to possess socio-economic and appropriate tools for planning. The absence of a national system for subnational planning affects the work of governorates and municipalities who are still working on annual planning without any long-term reference.

There is also a lack of connection between the national plans such as Jordan 2025: A national vision and local budgets and annual plans. The governorate's annual capital investment budgets are still a sectoral aggregation of projects drafted in a silo model without involving citizens or having coordination across sectors and level of government.

The strategic planning, multi-year budgeting and monitoring of plans make more sense if there is genuine administrative and fiscal decentralisation. After training LDUs personnel and supporting the development of planning, budgeting, and project monitoring tools, it was impossible to advance in the consolidation of the institutionalisation of these processes because of the lack of decision-making power over the budget.

Therefore, it is advisable to shift the focus from development plans to development projects. Therefore, the plans are ambitious and never implemented because institutional capacities and

financial resources are not commensurate with ambitions. The drafting and implementation of projects are more concrete and achievable considering the installed capacity of the governorates and municipalities.

Donor Coordination. The DLDSP and DAILL programme's success is limited in coordination among donors. This mismatch is partly due to the lack of a decentralisation policy, multi-level planning and capital investment system to guide coordination efforts for the demand side (government). The leadership of the government is crucial for the coordination of donors.

VIII - Programme Approach

The proposal stresses the importance of linking the national government, the governorate, and municipalities with the private sector and other stakeholders to select and implement capital investment projects. While dealing with private sector development, it will also tackle issues related to optimal, or at least, less disruptive intervention by the public sector. The "Programme" will also address the challenges of multi-level and multistakeholder governance and the diverse modalities of Public-Private Partnerships (BOT, concession, joint ventures, operation contracts).

It is crucial to understand the importance and complementarity of the MSMEs and the capital investment project to promote innovation and generate employment and economic growth. Firstly, capital investment projects will stimulate the creation of markets and, depending on the need, will strengthen the demand or supply of goods and services. These capital investments are "additional factors of growth of the local economy" and will strengthen existing companies that operate as part of value chains and clusters.

Municipalities have a whole range of actions to promote development and economic activity. Therefore, the public intervention and incentives for local development must be carefully drafted not to distort the markets but enhance the growth and diversification of economic activities. Therefore, it is useful to set some principles to frame the "Programme" intervention.

- The capital investment projects and incentives must not replace the private sector. They must be complementary and supportive to existing MSMEs.
- The capital investment projects must boost horizontal (inter-municipal) and vertical (governorate – municipalities) coordination and collaboration.
- The "Programme" must encourage entrepreneurship, innovation, and creativity by linking academia, research centres, and students to look for creative solutions to increase productivity, reduce the waste of resources, energy efficiency, and digital means for production, marketing, and customer satisfaction measurement. The effort shall concentrate on micro, small and medium-sized businesses.
- The "Programme" must develop markets, working not only on the supply side but boosting and stimulating the demand side via the organisation of fairs, exhibitions, competitions, festivals, destination and city branding.
- The "Programme" must support the drafting and application of transparent, predictable, and enabling regulations and policies for LED -within the mandates of the municipalities and governorates.

Finally, it is important to remember that capital investment projects may create several direct jobs during the implementation and operation phases. However, the long-term jobs creation relies on the interactions of the project with MSMEs participating in the value chain or cluster; this symbiotic relationship will help in the consolidation and expanding these businesses creating more jobs and boosting entrepreneurship.

For these reasons, the “Programme” will promote investment and provide seed resources not only to support the construction, refurbishment, and enhancement of economic infrastructure but rather, above all, in the generation of capacities of private entrepreneurs through supporting actions that improve the productivity and competitiveness of the MSMEs that participate in the value chains and selected clusters.

The “Programme” will encourage the participation of MSMEs made up of Jordanians and Syrians wherever possible. In all actions, a balance will be sought that benefits both communities and promotes collaboration and business competition at the same time.

IX - Sustainability

The “Programme's” sustainability is contingent greatly on institutionalising the processes and governance structures for the operation of the projects once they are concluded and transferred to the municipalities. Regarding capital investments for the promotion of development, it is crucial to ensure that municipal governments, with the support of the governorates and the national government, can establish efficient governance and managerial organisations that operate the projects without interference of any kind. While supporting the project implementation, the “Programme” will also capture the structural deficiencies (non-existent or insufficient legislation; capacities of local administration, etc.) and submit a PPP project implementation manual for national adoption to stakeholders.

Sustainability depends on the institutional arrangements in which ownership of the investments belongs to the municipalities, while management is delegated to competent persons or private companies. The separation between ownership (shareholders) and management is an issue that will determine the sustainability of the capital investment projects.

Likewise, sustainability depends greatly on the density of the business clusters connected with capital investment projects. The more MSMEs that participate as suppliers and buyers of the capital investment projects, the greater the chances of sustainability of the “Programme”.

Through the generation of mutual benefits, these business clusters will provide stability to direct jobs for Jordanians and Refugees population; and ensure the supply of raw materials, intermediate products and services to capital investment projects produced by MSMEs. Also, the institutional density is a crucial factor for sustainability. The active participation of the governorates, CVDB, MoPIC, MoI and MoLA will improve the chances of sustainability.

For these reasons, value chains that involve the largest number of MSMEs of Jordanian and refugees entrepreneurs should be prioritised. At the same time, the capital investment projects must be decisively supported by the central government, the governorates and municipalities.

However, the sustainability of capital investments in any modality (PPP, joint venture, or municipal investment) is only part of the equation. Long-term sustainability of the economic growth and the creation of jobs is on the shoulders and on the ability of private entrepreneurs to develop successful businesses over time. Public-sector capital investment projects should be understood as a boost to stimulate the development of the private sector, which is the one that creates employment, innovates, takes risks, competes, and finally pays taxes so that the public sector functions.

X - Results and Resource Framework

Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:

CPD Outcome 2: People especially the most excluded and vulnerable proactively claim their rights and fulfil their responsibilities for improved human security and resilience

Output indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:

Output 2.2: Capacities at national and sub-national levels strengthened to promote local economic development (LED) and deliver basic services

Indicators:

1) LED functions defined and operationalized at governorate/municipal levels:

Baseline: Not formally introduced

Target: Formally introduced/adopted/implemented

2) Number of governorates/municipalities introducing systems and capacities for LED promotion

Baseline: 3

Target: 12

3) Percentage increase inflow of investment in LED related interventions in targeted locations

Baseline: TBD in 2018

Target: 15%

4) Number of gender-sensitive LED Plans adopted

Baseline: 3; Target: 6

5) Number of officials capacitated on LED- planning, and implementation disaggregated by sex, location

Baseline: 300; Target: 2,292

Applicable Output(s) from the UNDP Strategic Plan:

- 1 Keeping people out of poverty
- 2 Strengthen effective, accountable, inclusive governance

Project title and Atlas Project Number: Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan

Impact Objective	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (2025)	Sources of data	Assumptions
(Overall)	Improved socio-economic resilience of local host communities and refugees in North Jordan	National Bureau of Statistics GDP per capita	Irbid: 0,723 (2019) Ajloun: 0,723 (2019)	Irbid: 0,729 (2025) Ajloun: 0,729 (2025)	Global Data Lab https://globaldatalab.org/shdi/shdi/IOR?levels=1%2B4&interpolation=1&extrapolation=0&nearest_real=0&years=2019	Not applicable
		Percentage of persons unemployed in Irbid/ Ajloun (Disaggregated by Jordanian/ Non-Jordanian)	Unemployment rates Irbid/Ajloun Governorate (2022) Irbid: Total=20.2% Jordanian: Total=20.3% Men=19.8 Women=21.9% Non-Jordanian: Total=19.6% Men=18.7% Women=28.5% Ajloun: Total:1.8 % Jordanian: 2.2% Men=1.7%	Irbid:19.7% Jordanian: Total=19.8% Men=19.3% Women=21.5% Non-Jordanian: Total=19,1% Men=18.2%, Women=28% Ajloun: Total:1.3 % Jordanian: 1.8% Men=1.2% Women=3% Non-Jordanian: Total=0% Men=0% Women=0%	Jordan Department of Statistics Employment and Unemployment http://dosweb.dos.gov.jo/labourforce/employment-and-unemployment/	

		<p>Women=3.5% Non-Jordanian: Total=0.5% Men=0.5% Women=0%</p>		<p>Government statistics</p>	
<p>(Specific Objective)</p>	<p>Increased public allocations and investment targeting socio-economic development opportunities and basic service delivery that will contribute to job creation and improvement of living conditions of both host communities and refugees</p>	<p>Primary government expenditures as a proportion of the original approved budget, by sector (or by budget codes or similar) (SDG 16.6.1)</p>	<p>Poor/Limited (2022)</p>	<p>T: Moderate</p>	
	<p>Proportion of population (by sex and age) satisfied with their last experience of public services (16.6.2) *disaggregated by governorate/ municipal level service and location)</p>	<p>Baseline: N/A (2022)</p>	<p>Baseline: 50% Governorate perception survey</p>		
<p>Outputs</p>	<p>1. Inter-municipal capital investment projects implemented to support selected economic sectors to contribute to job creation and improve the living conditions of host communities and refugees.</p>	<p>Number of inter-municipal and joint services council projects implemented</p>	<p>Baseline: 0 (2022) Target: 5 of running projects</p>	<p>Programme reports, Evaluation reports, and technical reports. Tammiah Tool</p>	<p>The political will of the members of the Working Group.</p>
	<p>PPPs between municipalities and private entrepreneurs signed</p>	<p>Baseline: 3 (2022)</p>	<p>Target=7</p>	<p>Programme reports. Signed contracts</p>	<p>Active participation of local stakeholders. Local elections take place.</p>

		The number of projects promoting the transition to the green economy, smart cities and resilient cities implemented.	Baseline: 0 (2022)	Target: 3	Governorate, Municipality, MoLA reports, Tanmiah Tool	The legal framework allows PPPs and other arrangements between municipalities, governorates and the private sector.
		Number of manuals and toolkits for project feasibility assessment	Baseline: 0 (2022)	Target: 3 (social, economic and environmental)		
	2. Increased implementation of Community-based initiatives to contribute to improving employment creation and living conditions	The number of community-based initiatives for the improvement of services.	Baseline: N/A (2022)	Target: 4 <i>*At least one for value chain, cluster.</i>	Gender analysis as part of baseline assessment to understand gender dynamics Refugees' status report of UNCHR Community Support Center in Irbid governorate.	Women and young people are interested in participating and presenting innovative ideas to improve their situation and create employment and development opportunities for their communities.
		Percentage of women, youth, PWD, refugees, participating in the economic activities and initiative of improvement of services supported by the Programme.	Baseline: 0 (2022)	Target: 50%		
		Number of fairs, exhibitions, and promotional events	Baseline: 0 (2022)	T=3		
		Number of innovations of MSMEs supported by the Programme	Baseline: 0 (2022)	T=30		
		Number of projects of applied research completed	Baseline: N/A (2022)	T=4		

<p>Result 1.1</p> <p>Selected economic sectors are supported through the implementation of inter-municipal capital investment projects looking for private participation via Public-Private Partnerships for the implementation and operation of the projects.</p>	<p>1.1.1. Number of existing strategic plans and strategies concerning agriculture, industry, ICT and tourism reviewed and analysed</p> <p>1.1.2. Number of potential projects for agriculture, ICT, industrial development, and tourism identified</p>	<p>Baseline: 0 (2022)</p> <p>Target: 4</p>
<p>Result 1.2</p> <p>Promote the transition to a green economy by funding and guiding the selection and implementation of capital investment projects which ensure and value the rational use of natural resources, energy efficiency, reduced CO2 emissions, reduced water consumption and recycling.</p>	<p>1.2.1. Advocacy Campaign to support projects for smart and climate-resilient cities launched</p>	<p>Baseline=No (2022)</p> <p>Target=Yes</p>
<p>Result 1.3</p> <p>Service delivery is improved in lagging behind areas</p>	<p>1.3.1. Report providing mapping and revision recommendations for inclusive coverage of public services in the areas of influence of capital investment projects' completed</p>	<p>Baseline: No (2022)</p> <p>Target: Yes</p>
<p>Result 1.4</p> <p>Municipalities are better equipped to be development actors by improving their processes and procedures for</p>	<p>1.4.1. Project Support Unit, established at the Local Development Units in Irbid</p>	<p>Baseline= No (2022)</p> <p>Target=Yes</p>

				Baseline= No (2022)	Target= Yes		
	selecting, evaluating the feasibility and implementation of economic development projects.		1.4.2. Sectoral and local planning methodology guidelines developed and endorsed by office of the PM				
Result 2.1	Inclusive development groups (LDGs) are formed and mobilised around community-driven needs and opportunities for business development and jobs creation.		2.1.1. # of Local development groups (LDGs) identified and mobilised around community-driven needs and opportunities.	Baseline= 0 (2022)	Target= 4		
Result 2.2	Access to information and opportunities is improved through interactive means and social media, encouraging citizens to participate, compete, create, and innovate ways to do business.		2.2.1. Platform established to share knowledge and learning on Mapping and clustering of MSMEs related to the selected sectors, favouring local and refugees enterprises 2.2.2. Number of structural dialogues conducted with the private sector based on the selected sectors, their clusters and value chains 2.2.3. Number of reports drafted identifying specific comparative advantages, opportunities, and shortcomings to be addressed by public-private collaboration for LED published (disaggregated by sector)	Baseline = No (2022) Baseline = 0 (2022) Baseline= 0 (2022)	Target= Yes Target = 4 Target = 4		
Result 2.3	Local business and development initiatives are supported in the quest for innovation and new ventures; the project will stimulate the relations between universities, research & development centres, and SMEs.		2.3.1. Number of MSMEs supported to mobilize resources for funding innovations aiming at improving productivity, quality, and environmentally friendly practices within the selected sectors. 2.3.2. Number of research and knowledge products on best practices in value chains and clusters' published in partnership with Universities' Hub for Applied Research	Baseline=0 (2022) Baseline=0 (2022)	Target=10 Target=4		

XI - Risk analysis

RISK MANAGEMENT MATRIX			
Risks	Potential adverse impact	Risk Level(*)	Mitigating measures
Political			
The economic and health situation changes, and/or the GoJ undertakes measures to counter the crisis.	The efficiency of EU support to the GoJ may be impacted.	M	To continuously monitor the situation and maintain close contacts with the government and EC Delegation representatives, and decide timely adjustments if required
Limited commitment and political will by the national government members to support implementing the capital investment projects in Irbid.	Planned activities may not be implemented or delayed because of the lack of support.	M	There will be initial engagements with the MoPIC, MoLA and CVDB to engage them in implementing the Programme. The support of the SG of Mol and Governor of Irbid is crucial to ensure the active participation of the other ministries.
Challenges with political culture, patronage, and politics.	Technical expertise will not achieve the expected outputs jeopardising the Programme.	H	The focus of this Programme lies in the identification of feasible development projects. The implementation through UNDP reduces the risks; however, the EU must provide close monitoring of the implementation and take corrective measures if needed.
The legal framework does not allow public-private partnerships and joint ventures at the municipal level. However, the implementation of development projects may also be supported by complementary bylaws and regulations.	The technical support may not be sufficient to find the most viable corporate governance arrangements.	M	Regular contact between the EUD, UNDP, the Minister of Interior, and the Ministry of Local Administration to find alternatives and solutions to institutional challenges.
Risks	Potential adverse impact	Risk Level (*)	Mitigating measures
Operational/Fiduciary			
Fiduciary risk if UNDP does not perform the procurement processes within the timelines.	Delays and inability to finalise the implementation as scheduled	M	The implementation of the Programme will be closely monitored to timely detect any deviation in the implementation.
The insufficient autonomy and operational capacity of the Project Support Unit limit its capacity to cope with constant changes in the political and institutional situation.	Delays in the implementation and low quality of decisions for the allocation of the technical support	M	Regular monitoring and evaluation can detect the degree of implementation concerning the operational plan and suggest corrective measures.

Overlapping and donors' competition supporting the same topics	Inefficient use of resources and parallel actions may create confusion at the subnational level	H	Strengthen the leadership of the MoI as responsible for the implementation and coordination with other ministries and the leadership of MoPIC for donor coordination.
The PSU is overloaded with work because of a shortage of consultants with experience in managing capital investment projects, thereby risking that implementation of the Programme gets delayed.	This can result in insufficient time for the implementation of the Programme	M	The current workloads must be assessed and taken into consideration in the elaboration of the job description; however, if necessary, the PSU can hire additional staff for short periods.
Result 1: Identity politics and power groups prevent efficient allocation of resources seeking capital investments in projects with greater social, economic, and environmental feasibility.	Competition, obstruction in joint activities aiming to select, implement and operate the local development projects.	H	Ensure the support and commitment of MoI, MoLA and MoPIC as a measure to counter and reduce the interference of other groups of interest.
Result 2: Political culture and rentier attitudes of people do not allow mobilising the efforts of individuals towards innovation, entrepreneurship, savings, and productive investment.	The core of the "Programme" is innovation and creativity to undertake ventures and create business opportunities and jobs.	H	The "Programme" set up since to onset rules that ensure the transparency and full disclosure of the decision-making processes. The rules will privilege and encourage women, youth, and university graduates to develop innovations and ventures.
Risks	Potential adverse impact	Risk Level (*)	Mitigating measures
Environmental			
Industrial and agro-industry projects may produce residuals and pollution.	Land degradation, aquifers depletion, solid and liquid waste production.	M	All prioritised projects and value chains must conduct an environmental feasibility assessment and comply with the environmental regulations.

XII - Cross-cutting Themes

The "Programme" will ensure that the identification, selection, and implementation of capital development projects remains people-centred, taking host communities and refugees as beneficiaries and main local development actors. Improving the citizens' and refugees' quality of life is an overarching goal of local development.

The cross-cutting issues will receive in-depth attention and be factored in during all stages of the implementation strategy.

There are some commonalities to the requirements across all the cross-cutting themes. These are the need to mainstream equitable rights and opportunities for host communities and refugees, including women's rights, and ensure that clear coordination and communication mechanisms are in place to facilitate accountability towards achieving the goals identified.

Inclusive development

The “Programme” addresses Irbid/Ajloun’s deepening inter-municipal, intra-municipal and inter-personal disparities.

The capital investment projects will boost economic growth and fair access to income-generating opportunities for the host communities and refugees.

The “Programme’s” primary goal is to develop the local capacity to respond to citizens’ demands and needs, creating an enabling environment for innovation, entrepreneurship, and employment opportunities for youth women and disadvantaged groups to overcome regional disparities and achieve an equitable and inclusive local development.

Gender responsiveness

An equitable and sustainable local development effort in Jordan can only truly succeed if gender equity is institutionalised and applied in all aspects of social, cultural, and economic life. The “Programme” will embed gender responsiveness within its components. The identification, selection and implementation of capital investment projects will focus on gender equity.

The “Programme’s” second component will encourage women's entrepreneurship and stimulate innovation and start-ups led by women. In promoting economic initiatives, the “Programme” will devote special attention to ensuring that all female entrepreneurs, researchers, and students have the same opportunities as their male counterparts; gender balance is a condition in each programme activity.

Effective Crises Response and Management

The “Programme” will ensure that the activities will be fully mindful of the COVID crisis, the potential economic consequences of the pandemic of Jordan’s geopolitical reality, which has been directly shaped by numerous and persistent conflicts in the countries sharing its borders.

The impact of COVID in the daily life of people and its consequences on economic development and social life are still to be seen.

The lockdown and subsequent restriction have affected severely the income of households that do not have a permanent and reliable source of income. Unemployment has reached new heights affecting mainly youth and women.

The international environment seems to remain turbulent for the foreseeable future as well. Therefore, the “Programme” needs flexibility and capacity to react to the changing environment; therefore, the governing and management structures should react promptly and make decisions to ensure the accomplishment of the goals and objectives of the “Programme” in a volatile environment.

Natural Resource Management and Response to Climate Change

Jordan faces a critical natural resource management challenge, particularly due to water scarcity exacerbated by climate change. It also faces a serious deficit in access to energy generated with fossil fuels. All projects funded by the “Programme” must promote energy efficiency, the reduction of CO2 emissions, the sustainable use of natural resources and the economisation of water consumption. Since the European Union funds the “Programme”, the Green Deal launched by the European Commission is the reference for selecting and implementing the local development projects.

The “Programme” will prioritise projects aligned with the Green Economy and Environmental Sustainability.

Build on the environmental impact assessment instruments developed by DAILL and its recommendations for selecting capital investment projects.

Security and Stability

The “Programme” will contribute to security and stability in Jordan by increasing the resilience of local communities and refugees by encouraging their engagement in developmental issues that affect them. The “Programme” will engage local communities in the planning and implementation of local development projects funded by the “Programme”. Growing economic prospects and the sense of fairness in the access to jobs and business opportunities can be instrumental in preserving the security and stability of Jordan.

SDGs

The “Programme” will integrate the key elements of the SDGs relevant to local governments into the different activities. The actions within the specific results one and two will help municipalities, governorates, and the Kingdom achieve the SDGs, more specifically, to reach the following targets.

“2.4 by 2030 ensure SUSTAINABLE FOOD PRODUCTION SYSTEMS and implement resilient agricultural practices that increase productivity and production, help maintain ecosystems, strengthen capacity for adaptation to climate change, extreme weather, drought, flooding, and other disasters, and progressively improve land and soil quality.

5.5 ensure women’s full and effective participation and equal opportunities for leadership AT ALL LEVELS OF DECISION-MAKING IN POLITICAL, ECONOMIC, AND PUBLIC LIFE.

6.4 by 2030, substantially increase WATER-USE EFFICIENCY across all sectors, ensure sustainable withdrawals and supply of freshwater to address water scarcity, and substantially reduce the number of people suffering from water scarcity.

7.3 double the global rate of improvement in ENERGY EFFICIENCY by 2030.

8.3 promote development-oriented policies that support productive activities, DECENT JOB CREATION, entrepreneurship, CREATIVITY AND INNOVATION, and encourage

FORMALISATION and growth of micro-, small- and medium-sized enterprises, including through access to financial services.

11.3 by 2030, enhance inclusive and sustainable URBANISATION and capacities for participatory, integrated and sustainable human settlement PLANNING and management in all countries

11.6 by 2030, reduce the adverse per capita ENVIRONMENTAL IMPACT OF CITIES, including by paying special attention to AIR QUALITY, municipal and other WASTE MANAGEMENT

12.2 by 2030, achieve sustainable management and EFFICIENT USE OF NATURAL RESOURCES

12.5 by 2030, substantially reduce waste generation through prevention, REDUCTION, RECYCLING, AND REUSE”.

The cross-cutting issues are identified in the “Programme” as central issues for successful local development. To ensure that cross-cutting issues are integrated in a consistent and meaningful manner, the political will needs to be strong to mainstream how to address these issues in the culture and policies of government institutions.

XIII - Monitoring and Evaluation

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)
Narrative Report as per reporting requirements set in article 3 of the General Conditions	Progress data against the results indicators in the RRF will be collected to assess "Programme's" progress in achieving the agreed outputs.	Annual.	Slower or no progress than expected will be addressed by programme management.	Mol and the members of the Operational Working Group
Financial Reports As per reporting requirements set in article 3 of the General Conditions	Financial reports based on the cash flow of the period and incurred costs for the reporting period and accrued costs against budget for the action will be provided to assess conformity with the budget and value for money	Annual		
Brief Progress updates for committees' meetings/Quarterly progress report	Brief progress updates shall be provided to the Operational Working Group meetings to provide strategic guidance and upward accountability. NB : in the absence of OWG/to complement it, a quarterly report should be provided to the EUD	Depending on the schedule of the meetings	Short Narrative Progress Report presents achievement and way forward were slow or no achievement on outputs and an updated Work Plan. Critical areas for progress flagged	Operational Working Group
Monitor and Manage Risk	Identify and monitor risk management actions using the risk matrix. Identify specific risks that may threaten the achievement of intended results.	Quarterly	Risks are identified by programme management, and actions are taken to manage risk. The risk log is actively maintained to	Members of the Operational Working Group will be engaged in monitoring and taking action to address risks faced during

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)
	This includes monitoring measures and plans that may have been required as per UNDP's procurement Standards. Audits will be conducted per UNDP's audit policy to manage financial risk.		keep track of identified risks and actions taken.	the implementation
Annual Programme Quality Assurance	The quality of the "Programme" will be assessed against UNDP's quality standards to identify "Programme" strengths and weaknesses and inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by programme management and used to inform decisions to improve project performance.	

XIV - Governance and Management Arrangements

The "Programme" will be implemented in accordance with UNDP rules and regulation and guidelines and policies for the Direct Implementation Modality (DIM). Notwithstanding the specific implementation arrangements for the "Programme", UNDP, in coordination with the Ministry of Interior, will ensure that "Programme" implementation will be carried out in coordination with and under the guidance of the Technical Working Group and Operational Working Group.

A two-level governance structure will be established:

Technical Working Group (TWG): The "Programme" will be overseen by a Technical Working Group chaired by the Minister of Planning and International Cooperation (or his designate), and comprise representatives of the Ministry of Interior, the Ministry of Local Administration, the Ministry of Finance, the EU Delegation in Amman, UNDP and any relevant stakeholder.

The TWG will oversee programme implementation to ensure the "Programme's" strategic objectives are met. It will provide the necessary support and facilitation to ensure the effective positioning of the "Programme". The TWG will also ensure linkages with the other components in the EU Support to improve integrity and accountability in Jordanian public administration at central and local levels. The TWG will convene annually or as necessary.

Operational Working Group (OWG): The Operational Working Group will support the programme implementation. It will consist of representatives from the Ministry of Interior, Ministry of Planning and International Cooperation, Ministry of Local Administration, Ministry of Finance, Cities and Villages Development Bank, European Union Delegation, the Programme Manager, UNDP. The Operational Working Group will be chaired by the Secretary General or the Ministry of Interior.

The Operational Working Group will convene on bi-annual basis or as necessary and provide the overall direction of the "Programme". It is responsible for ensuring that the "Programme" remains on course to deliver products of the required quality to meet expected results.

The OWG will approve all major plans and authorise any major deviation from agreed programme workplans. It will ensure that required resources are committed and arbitrate on any conflicts within the "Programme" or negotiate a solution to any problems between the "Programme" and any parties beyond the scope of the "Programme". The OWG will report to the TWG through the Programme Manager (TORs for the OWG will be drafted during the first six months of implementation and subject to approval from the TWG members).

The "Programme" team will be based at the Ministry of Interior and fully dedicated to the tasks and functions directly connected to the "Programme's" activities. The "Programme" team will work in close cooperation with the Director of the Local Development Directorate (LDD) at the Ministry of Interior and the LDD staff.

The "Programme" will cooperate closely with the European Union Delegation and other EU supported programmes.

The Management Team:

To manage the project, the current DAILL Programme Support Unit (PSU) established by UNDP and based at the Local Development Directorate of the Ministry of Interior will continue working on the "Programme" with its full cadre and capacity, in addition to a team of consultants. The UNDP CO staff will also be assigned to support the implementation of the economic and local economic development aspects of the "Programme" (mostly on part-time basis) to benefit from the existing expertise within UNDP CO, avoid recruiting new staff, and ensure linkages with other interventions on the ground of similar nature.

An office for the "Programme" will be furnished in the building of the Governorate of Irbid to facilitate the work and host the meetings and oversee arrangements for each capital investment project and relevant activities. The PSU will manage this office under the Irbid Local Development Directorate's staff and the Governor of Irbid. The office will be equipped with skilled staff, the technical support teams (MoI and MoLA), and the capital projects specialists and experts.

The Senior Project Manager will be responsible for managing the PSU's team and Irbid office and will maintain a direct and constant working relationship with the UNDP concerning procurement, recruitment, financial management, reporting and other matters as they arise. The Senior Programme Manager will also maintain a working relationship with the UNDP Country Office's Deputy Resident Representative and Head of Programmes.

The “Programme” will cooperate closely with IGSL and other UNDP projects, the European Union Delegation and EU supported projects.

The Programme Office Costs:

The main Programme Offices are located in Amman at the UNDP and the Ministry of Interior with a field office in Irbid, where staff are based to carry out various forms of tasks including technical assistance, administration and management that are directly attributable to the implementation of the Action. It will comprise of full-time dedicated and part-time specialized project staff contributing to and associated with the sub-projects implementation. The latter will be charged through direct project costs for the time spent directly attributable to the implementation of the Action.

Programme Staff Cost:

1- The Programme fully dedicated Staff:

Field officers (NPSA7/Two Officers), to coordinate the project’s site-based activities under the supervision of the Programme Manager and UNDP and in collaboration with the local partners

Senior Coordinator (NPSA7) Irbid office, Responsible to implement the outputs and activities of the “Programme” at the Governorate and its municipalities level. In addition to coordinating all partnerships with relevant local partners in the Governorate and municipalities.

Procurement Officer (NPSA7) Irbid Office, Responsible for providing support in identification of procurement modalities, facilitating quality, transparent, effective and fast procurement processes; supporting the “Programme” in the launch and publicity of procurement processes; advising in programme procurement evaluation processes; supporting in negotiations with potential contractors (as needed); assisting in the process of contracting, monitoring of contracts. The Procurement Officer will be charged through direct Programme costs for the time spent directly attributable to the implementation of the Action

Driver Irbid Office (NPSA3), to provide transportation support to Programme staff especially in Irbid and surroundings.

2- DAILL PSU staff: Covered currently from the ongoing DAILL Programme and will move to be covered from the “Programme” budget when DAILL is closed.

As this Programme builds on the work currently undertaken by DAILL. the current DAILL Programme Support Unit (PSU) established by UNDP and based at the Local Development Directorate of the Ministry of Interior will continue working on the “Programme” with its full cadre and capacity; mainly:

Programme Manager (NOB), to manage the “Programme” and its deliverables, and to provide coordination of overall technical guidance

Senior Finance Officer (NPSA10), to provide support to the Programme Manager for processing financial and administrative actions.

Messenger (NPSA3), to provide logistical support to PSU and maintain records of daily deliveries; and Provide receptionist support.

3- Country Office staff:

Programme Associate (G7/50%), to provide support in execution of services, supports the design, planning and management of the “Programme” by managing data and facilitating programme implementation. The Programme Associate also promotes a client-oriented approach consistent with UNDP rules and regulations and resolves complex programme-related issues and facilitates information delivery.

Environmental Adviser (NOC/50%), to advise and support the management of all aspects of Environment and Energy related interventions of the “Programme” while ensuring consistency with/ UNDP Country Programme Document priorities and EU programmatic priorities and provides creative responses to emerging risks, challenges, and opportunities throughout the implementation.

Inclusive Growth Programme Analyst (NOB,50%), to provide strategic guidance and ensure creative responses to emerging challenges and opportunities of inclusive growth interventions.

Livelihoods Specialist (NPSA11/100%), to implement livelihoods activities targeting different segments of the population according to their potential for reaching self-reliance (educational level, work-experience, previous skill straining, etc.). Livelihoods Specialist will also coordinate with implementing partners and monitor closely their implementation and ensure the timely delivery of the activities.

Technical Adviser (P4,40%), to provide strategic advice to the UNDP on humanitarian-development nexus issues and transitional planning from the post-crisis to sustainable development, including policy and programme integration

Communication Officer (NOB,50%), to implement all communications and visibility activities as per the Communications and Visibility Plan of this “Programme”. Capturing success stories is critical and extremely significant to show the impact of the first and second phases of the decentralization programme. The Communication and Project Visibility Officer will maintain an appropriate degree of communications for the project and in accordance with the Joint Visibility Guidelines for EC UN Actions in the field. The duties will include. but not be limited to drafting of strategic communications. coordination of the development of promotional materials. drafting of speeches and presentations for public events. reporting (in relation to project communications) via the UNDP website and other fora approved by the stakeholders. management of media relations. Therefore, instead of external experts. the Project will use internal UNDP resources to ensure effective and coherent communication activities, as outlined in Communication and Visibility Plan under the Project.

Translator Interpreter (NPSA9, 50%). to provide support in translating documents to Arabic/English for Ministries’ staff and to support translations during meetings.

Other Cost

In implementing this project. there are several categories of costs that are envisaged for the functioning of the Project Office. including:

- **General Expenses:** To support all project activities, this includes expenses related to office rent in Amman and Irbid, communication and internet, stationery and other office supplies, and office equipment maintenance.
- **Maintenance & repair and Outfitting Costs:** This action envisages the repair of office space and meeting facilities, if necessary, and the outfitting of the spaces with the necessary furniture and IT equipment to facilitate effective operations.
- **External and internal travel and subsistence costs** for staff and other persons directly assigned to the operations of the project office.
- **Depreciation costs, rental costs or lease of equipment and assets** composing the “Programme” offices.
- **Costs of stationary, consumables and supplies** specifically purchased for the operations of the “Programme offices.
- **Costs of IT equipment, and IT and telecommunication services** specifically purchased for the operations of the “Programme” offices.
- **Costs of energy and water** specifically supplied for the operations of the “Programme” offices.
- **Costs of facility management contracts** including security fees and insurance costs specifically awarded for the operations of the “Programme” offices.

XV - First Year workplan

INDICATIVE ACTIVITIES	Quarter			
	1	2	3	4
BENCHMARKS				
Programme set up				
<p>Establishment of Project Support Office(s) reporting to the MoI LDD, DAJLJ, PSU, and Operational Working Group at the Local Development Directorate in Irbid (and potentially Ajloun)</p> <p>- Project Support Office (PSO) in Irbid established</p> <p>- Vehicle purchased</p> <p>- The PSO is furnished, equipped, staffed, and mandated with awareness-raising, project identification, appraisal, and follow-up the implementation of capital investment projects</p>	X	X		
<p>Output 1: Inter-municipal capital investment projects implemented to support selected economic sectors</p> <p>Result 1.1: Selected economic sectors are supported through the implementation of inter-municipal capital investment projects looking for private participation via Public-Private Partnerships for the funding, implementation, and operation of the projects</p> <p>Result: 1.2 Promote the transition to a green economy by funding and guiding the selection and implementation of capital investment projects which ensure and value the rational use of natural resources, energy efficiency, reduced CO2 emissions, reduced water consumption and recycling.</p>				
Selection of capital investment and service improvement projects in the Governorate of Irbid		X	X	X
Conduct of value-chain analysis for the prioritized economic sectors.			X	X
Development of feasibility study for the selected project			X	X
Linking of proposed sectors with the green economy, encouraging the advancement of green economy and mitigation of climate change impact, using innovative ideas, technology.				X
Establishing an Expert group to develop a unified sectoral and local planning framework	X	X		

XV - First Year workplan

INDICATIVE ACTIVITIES	Quarter			
	1	2	3	4
BENCHMARKS				
Financing and expanding the functionality and scope of Tamma's RIS and PMS	X	X	X	X
<p>Output 2: Increased implementation of Community-based initiatives to contribute to improving employment creation and living conditions</p> <p>Result 2.1 Inclusive local development groups (LDGs) are formed and mobilised around community-driven needs and opportunities for business development and jobs creation.</p>				
Analysing the needs and organizational capacities of CBOs, NGOs and specific social groups (women, youth, entrepreneurs, PWD, elderly, etc.) and linking them with the developed capital investment and service improvement projects			X	X
- Needs assessment of communities in the OWG approved pilot localities developed				
- List of CBOs, NGOs, and Civil Society entities developed and linked to projects prioritized through value chain analysis			X	X
- List of community-based initiatives linked to prioritized capital investment and service improvement projects developed.				

XVI - Communication and Visibility

The United Nations Development Programme (UNDP) and the European Union (EU) collaborate in improving public sector's integrity, accountability and responsiveness to citizens' needs in Jordan.

The EU contributes EUR 5,000,000 to the project 'Decentralization, Accountability and Integrity at Subnational Level Programme' (DAILL) which is implemented by the UNDP. A four-year initiative is supporting the decentralisation reforms and SDG16 "Peace, justice and strong institutions" implementation in the Kingdom, in line with the policy priorities of the Government of Jordan in the National Renaissance Plan 2019-2020.

"Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan" or the "Programme" is a three-year EUR 7,000,000 initiative designed as a continuation of the abovementioned "Programme" with an aim of boosting economic sectors and supporting either the demand or supply of value chains and clusters in the Irbid Governorate. Through the municipal capital investments in the sectors of the green economy; smart and resilient cities; information and communication technologies; agriculture; small scale industry, and tourism, the "Programme's" ultimate objective will be to catalyse job creation and enhance social cohesion, integration, and a sense of belonging between refugees and Jordanians.

The project will be implemented in cooperation with the Ministry of Interior (MoI), Ministry of Local Administration (MoLA) and other relevant partners.

The communications activities will be conducted in close cooperation with all involved partners, including Ministries of Interior and Local Administration, and the EU Delegation to Jordan, focusing on high visibility outputs and the impact of the action's results. The communications strategy will be implemented in accordance with Article 11 of the Financial and Administrative Framework Agreement concluded between the European Union and the United Nations, Article 7 of the Annex II to the EU-UNDP Contribution Agreement (General Conditions) and the Joint Visibility Guidelines for EC UN Actions in the field¹⁴.

In general, the project's communication will be carried out to support the implementation of the project, raise awareness and successfully promote the project's progress and achievements.

In close cooperation with the EU, MoI, MoLA and UNDP, the "Programme" will employ a range of outreach and awareness raising activities. Specific communication tools will be chosen depending upon the message and the target group. Their choice will take account of the profile of the target group and will be designed to achieve the highest impact at optimal costs. Methods of communication and messages will respect political and social sensitivities in Jordan. The key communication tools will include but not be limited to the following:

¹⁴ https://ec.europa.eu/international-partnerships/system/files/guidelines-joint-visibility-eu-un_en.pdf for guidance

Appendix 1: Communication and Visibility Plan

“Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan”

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Introduction

The United Nations Development Programme (UNDP) and the European Union (EU) collaborate in improving public sector’s integrity, accountability and responsiveness to citizens’ needs in Jordan.

The EU contributed EUR 5,000,000 to The Programme ‘Decentralization, Accountability and Integrity at Subnational Level Programme’ (DAILL) which is implemented by the UNDP. A four-year initiative is supporting the decentralisation reforms and SDG16 “Peace, justice and strong institutions” implementation in the Kingdom. in line with the policy priorities of the Government of Jordan in the National Renaissance Plan 2019-2020.

“Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan” or the “Programme” is a three-year EUR 7,000,000 initiative designed as a continuation of the abovementioned “Programme” with an aim of boosting economic sectors and supporting either the demand or supply of value chains and clusters in the Irbid Governorate. Through the municipal capital investments in the sectors of the green economy; smart and resilient cities; information and communication technologies; agriculture; small scale industry, and tourism, the “Programme’s” ultimate objective will be to catalyse job creation and enhance social cohesion, integration, and a sense of belonging between refugees and Jordanians.

The “Programme” will be implemented in cooperation with the Ministry of Interior (MoI), Ministry of Local Administration (MoLA) and other relevant partners.

The communications activities will be conducted in close cooperation with all involved partners, including Ministries of Interior and Local Administration, and the EU Delegation to Jordan, focusing on high visibility outputs and the impact of the action’s results. The communications strategy will be implemented in accordance with Article 11 of the Financial and Administrative Framework Agreement concluded between the European Union and the United Nations, Article 7

of the Annex II to the EU-UNDP Contribution Agreement (General Conditions) and the Joint Visibility Guidelines for EC UN Actions in the field¹⁵.

Project Overview

The “Programme” is a three-year (2022-2025) EU-funded and UNDP Jordan implemented initiative designed to strengthen the resilience of North Jordan local host communities and refugees in the Governorate of Irbid. The initiative, which is building on the work done by previous EU-funded decentralisation projects, will focus on sustainable socio-economic opportunities and public service delivery for host communities and refugees through supporting the governorate and municipalities of Irbid in the quest for investment to boost the local economy.

Capital investment projects will be chosen within the selected sectors that integrate and benefit groups of Micro, Small & Medium Enterprises (MSMEs). Targeted sectors will include green economy; smart and resilient cities; information and communication technologies; agriculture; small scale industry, and tourism. Generating a synergistic effect, the capital investment projects, and small-scale initiatives are expected to contribute to the private sector in creating jobs, enhancing environmental sustainability and social inclusion. Benefits for the companies will include generating greater demand for their products, improving them through technology transfer, access to new markets, and a conducive business environment.

The “Programme's” sustainability will be contingent on institutionalising the processes and governance structures for the operation of the “Programme” once concluded and transferred to the municipalities. Regarding capital investments for the promotion of development, it is crucial to ensure that municipal governments, with the support of the governorates and the national government, can establish efficient governance and managerial organisations that operate The “Programme” without interference of any kind. In this regard, the “Programme” will review and propose improvements to the legal framework which currently does not allow municipalities to sign PPP agreements or undertake joint venture investments with private investors.

To promote community-based initiatives that seek to contribute to employment creation and improvement of living conditions the “Programme” will consider the participation of NGOs, Foundations and CBOs, including representatives of refugees, women, and vulnerable groups to co-produce of public services. Women, youth, people with disabilities and refugees will be among the prioritised social groups to have preferential access to employment opportunities generated by the capital investment projects.

The “Programme” will work closely with the Ministries of Interior and Local Administration, as well as Ministries of Finance and Local Planning and International Cooperation, Cities and Villages Development Bank. At the local level, the Governor of Irbid will be a major partner and a Project Support Unit (PSU) will be established within the Governorate’s premises to facilitate project implementation.

¹⁵ https://ec.europa.eu/international-partnerships/system/files/guidelines-joint-visibility-eu-un_en.pdf for guidance

Communication Strategy

1. Overall communication objective

In general, the “Programme’s” communication will be carried out to support the implementation of the “Programme”, raise awareness and successfully promote the “Programme’s” progress and achievements.

2. Target groups

The “Programme” will seek to reach the following target audiences: the Government of Jordan (relevant authorities at all levels), beneficiaries within the Governorate of Irbid (citizens, local government representatives, civil servants and representatives of CBOs), donor community, media, UNDP, the general public.

3. Specific objectives for each target group

Government of Jordan

Objective: Position the “Programme” / UNDP as the preferred partner of the Government of Jordan (both central and local level in Irbid) in designing and implementing local environmentally sustainable development and service improvement solutions in the country.

Outcomes: The government is informed of the activities of the Programme.
Government considers the European Union Delegation in Jordan, the “Programme” / UNDP as a competent, dynamic and trustworthy organisations capable of carrying out complex development projects in the fields of good governance, local development, local environmental sustainability and public service improvement.

Beneficiaries

Objective: Raise awareness among the beneficiaries, including public institutions (Governor, Mayors, Governorate and Municipalities administrations and representatives), host communities and refugees in the Governorate of Irbid of the EU-funded “Programme” activities and opportunities.

Outcome: Information about the EU-funded “Programme” activities is successfully promoted and circulated among actual and potential beneficiaries.

Donor Community

Objectives: Ensure timely and extensive communication on the EU-funded “Programme” activities and achievements.
Trigger interest and encourage collaboration to achieve the highest impact of the concerted actions.

Outcomes: International development partners consider the EU-funded “Programme” as a relevant, innovative and effective project.

EU's visibility is enhanced through regular communication products showcasing projects' progress and results.

UNDP

Objective: Create an internal results framework for reporting to UNDP Country Office.
Raise awareness of "Programme" activities and results.

Outcome: UNDP CO staff is aware of "Programme" work through regular updates.

Media

Objective: Communicate important events, project results and success stories.

Outcome: Media outlets, including TV, Radio, press and social media provide coverage of "Programme" activities and results.

General Public

Objective: Citizens are aware of the EU-funded "Programme" work and its positive impact on Local Authorities and beneficiaries in the governorate in Irbid.

Outcome: Citizens of Jordan are aware of the EU-funded "Programme" activities and consider them to have a positive impact on their lives.

Key Messages

The proposed key themes and messages include:

Benefits for the citizens

With the support of the EU, the "Programme" / UNDP contributes to the improvement of the resilience of host communities and refugees in North Jordan

With the support of the EU, the "Programme" /UNDP, Ministries of Interior and Local Administration seek to create employment and enhance public services for the Jordanians and refugees in Irbid

The "Programme" /UNDP strives to enable people to take a more active role in local development to improve their daily lives.

More efficient, accountable and responsive local governance

Thanks to the EU's support, the "Programme" /UNDP is improving the capacities of public officials with the objective of strengthening local governance, and sustainable economic development in Northern Jordan.

The "Programme" /UNDP and the Jordanian government are developing efficient and transparent coordination and planning systems that bring concrete benefits to the government and citizens through better-informed local development interventions.

The “Programme” / UNDP supports the creation of local platforms for the communities of Irbid Governorate to voice their development needs and participate in the local decision making.

Environmental sustainability

With the support of EU, the “Programme” is working with citizens and local government to find solutions to Jordan’s environmental issues, such as climate change, water insecurity, reduced agricultural productivity, fragility of land and ecosystems.

Hashtags

#GoodGovernanceJordan #LocalDevelopmentJO #GreenGrowthJO #ClimateActionJO

Communication Activities and Tools

In close cooperation with the EU, MoI, MoLA and UNDP, the “Programme” will employ a range of outreach and awareness raising activities. Specific communication tools will be chosen depending upon the message and the target group. Their choice will take account of the profile of the target group and will be designed to achieve the highest impact at optimal costs. Methods of communication and messages will respect political and social sensitivities in Jordan. The key communication tools will include but not be limited to the following:

Online Platforms:

- **Webpage:** Articles, reports, knowledge documents and other “Programme” -produced products will be posted on the UNDP Jordan official webpage.

Indicator: Number of webpage visits.

- **Newsletters:** The “Programme” activities, achievements and progress updates will be included in the bi-monthly UNDP Governance electronic newsletter.

Indicator: Number of project activities featured in the newsletters

Social media: Social media platforms, including UNDP Jordan official Facebook, Twitter and Instagram pages, will be used for sharing updates about the “Programme” milestones together with the produced photographs, video material, and stories. Communication products will be shared with the Ministries of Interior and Local Administration and the European Union Delegation to Jordan for further circulation within their respective social media channels.

Indicators: Total number of engagement and shares of social media posts related to the “Programme” through UNDP (and, where applicable EU and MoI) social media platforms.

Media: Press releases highlighting EU and partners’ roles will be developed and circulated to Jordanian principal print, online and TV media outlets as well as local media in Irbid about the “Programme” events, community-related initiatives, signing of memoranda of understanding, graduation ceremonies, or other specific milestones.

Indicators: The degree (qualitative and quantitative) of reporting of the “Programme” in national and local news outlets mentioning UNDP, MoI and the European Union. The number of interviews/quotations provided by project donors and implementing actors related to the “Programme”.

Events: The “Programme” will organise public and beneficiary-targeted events to generate interest and awareness on the “Programme” activities and promote the “Programme’s” achievements. A private company might be employed to provide professional event organization services, considering high-level events such as launching of the capital investment projects or carrying out visibility-related activities (ref activity 2.2.6 In addition to strengthening the selected economic sectors, the “Programme” will organise events to promote tourist destinations and city branding that contribute to domestic tourism. In addition, the “Programme” will contribute to the organisation of fairs and product exhibitions to promote agricultural and industrial products).

Indicators: Number of attendees of public and beneficiary-targeted events and the relevant stakeholders that express their awareness of project activities and achievement and their access to information about the “Programme”.

Visibility material: The “Programme” will produce professional merchandise to be distributed amongst project’s target beneficiaries and partners. The “Programme” will continue DAILL/ DLDSP’s approach in developing functional promotional materials, such as memory keys, notebooks, power-banks, laptop-bags, etc. which were positively received by the recipients (MA students, civil servants, partners).

All merchandise items will have the EU, MoI, UNDP and the “Programme” logos and adhere to the respective visibility requirements. All project material, such as documents, brochures, and any other information material will carry the EU, UNDP and MoI logotypes.

Communication and Visibility Activities Management and Resources

Communication and visibility activities will be managed by the Programme Specialist, supported by Communication and Project Visibility Assistant, under the supervision of the UNDP CO Programme Manager. A private company might be contracted to support the organization of high-level events and specific activities. The visibility and communications activities will be carried out in close coordination with the EU, UNDP, MoI and MoLA and Governorate/ municipalities of Irbid Communication teams. The total allocated amount for visibility actions will be in line with the Annex III-Budget of the Action.

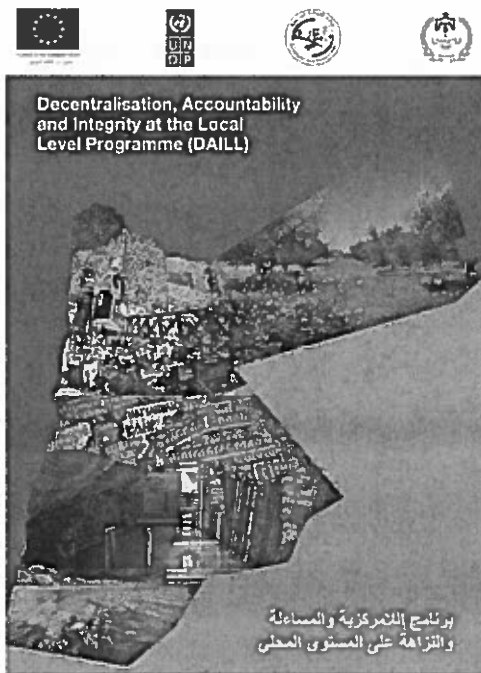
Institutional communication channels

DAILL’s Programme Specialist will coordinate all communication and visibility activities with institutional partners, specifically:

- Governorate of Irbid/ Government of Jordan: Spokesman and Media Officer at the Communication Department of the Ministries of Interior and Local Administration and Communications teams within the Governorate/ Municipalities of Irbid.
- EU Delegation in Jordan: Programme Manager for Communication, Visibility and Culture and Attaché for Governance and Decentralisation.
- UNDP: Senior Advisor for Strategic Partnerships.

Theme

Demonstrating the continuity between the Decentralisation and Local Development Support Programme¹⁶ (DLDSP) and DAILL as well as building on the recognizability of the DLDSP and DAILL logotypes, the “Programme” will use a moderately updated version of the existing logo, theme and colour palette (reference DAILL logo below).



¹⁶ Decentralisation and Local Development Support Programme (DL DSP) was an initiative funded by the EU and implemented by UNDP during 2017-2020