Government of Jordan

United Nations Development Programme

Support for Building the Capacity of the Public Sector Reform Directorate (PSRD) to Implement the Service Delivery Improvement System (SDIS) in Jordan - JOR/05/003

Brief Description

The purpose of the technical assistance of this project is to build the capacity of the Public Sector Reform Directorate (PSRD) and selected institutions to implement the Service Delivery Improvement System (SDIS) linked to the Public Sector Reform Programme. The technical assistance project will use a consultative process with the PSRD through an iterative process of "learning-by-doing" to ensure a transfer of knowledge, national ownership and sustainability. The assistance will support the PSRD in designing tools and processes to: assess selected institutions' readiness to implement SDIS; design capacity building packages for these institutions; develop, set and publish standards and to monitor performance against standards. Additionally, the project will provide assistance in linking the performance improvement systems at policy and operational levels and in the development of a national strategy to implement SDIS government-wide.

May 2005

Situational Analysis

There is an increasing recognition throughout developing countries of the link between good governance and all aspects of socio-economic development and more and more, countries are re-focusing their efforts in improving their governments' institutions[1] to reach all citizens and to attract foreign investment. The United Nations Development Programme (UNDP) defines "good governance" as the exercise of economic, political and administrative authority to manage a country's affairs at all levels, including the mechanisms and processes for citizen input to articulate their concerns and needs.

His Majesty King Abdullah II has embraced the vision for Good Governance throughout the Government of Jordan's public sector institutions with an emphasis on performance improvement in the delivery of services based on client needs. Recognizing the vital link between good governance and Jordan's socio-economic goals, His Majesty has emphasized the importance of a "customer orientation" as a key strategy in reorienting public service delivery.

The achievement of His Majesty's vision for "Good Governance" in Jordan greatly depends on more efficient, effective and transparent public service delivery systems. Although Jordan's public sector institutions have made significant progress in improving services, past efforts did not go far enough and these efforts were not institutionalized to ensure sustainability. Furthermore, the concepts of "customer satisfaction" and delivery of services based on client needs are not yet the main drivers of public administration in Jordan. A focus on procedures rather than on results continues to be the *modus operandi* and no one is held accountable for performance. Jordan is not alone in this regard as governments worldwide have struggled with the need to change their organizational cultures from self-serving performance systems to working cultures based on delivering transparent and high quality services to their citizens.

Public sector reform is one of the major goals of the United Nations Development Assistance Framework (UNDAF) in Jordan. Consistent with UNDAF and the national development goals, the Common Country Assessment (CCA) focuses on promoting economic growth along with greater equity in Jordan to assist the government in continued and sustainable social and economic development. Based on this focus, the CCA emphasizes development assistance that fosters an increase in economic growth including public sector reforms for sustainable development. For this reason, one of the eight specific areas of the UNDAF/CCA is "Governance/public sector reform and participation."

The Public Sector Reform Programme is the instrument, which will over time, transform public administration in Jordan into a more effective 'machine' to achieve His Majesty's vision. The goal is straightforward: more accountable government, which performs more

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[1] UNDP Role in Public Administration Reform in the Arab Region, Elissar Sarrouh, Governance Institutions Reform Specialist, UNDP Sub-Regional Facilities in the Arab States (SURF-AS), Beirut, Lebanon, June 2003

efficiently, delivers improved results, and provides value for money. A key component of this programme is strengthening the government's service delivery systems.

The Government of Jordan (GoJ) has requested the assistance of the United Nations Development Programme (UNDP) in building the capacity of government to strengthen its performance improvement system. The technical assistance under this project document focuses on building the capacity at the operational level. The intended output under the assistance will be the strengthened capacities of the Public Sector Reform Directorate (PSRD) to implement its Service Delivery Improvement System (SDIS). The main beneficiaries of the assistance will be the PSRD and all recipients of public services.

1. STRATEGY

The project strategy and its activities are intended to achieve progress in Outcome Number 7 in the NHDR identified as "Improvement of Public Service...linked to Public Administration Reform." Additionally, the *Intended Outcome* and *Strategy* are linked to: (i) MYFF Goal 1 - Achieving the MDGs, SL 1.5 Private Sector Development and SL 1.7 Civil Society Empowerment; (ii) Goal 2 - Policy Support for Democratic·Governance, SL 2.1 Policy Support for Democratic Governance and SL 2.7: Public administration reform and anti-corruption; (ii) UNDAF - Enhanced quality of life for the population through improved health and education services; (iii) to MDGs - Building public services that are cost-efficient and results-oriented, transparent, responsive and accountable to the needs of citizens.

The Intended Outputs are:

1) Strengthened Project Coordination Unit to coordinate all project activities and to ensure that timelines are met,
2) Capacities of PSRD strengthened to deliver the Service Delivery Improvement System;
3) Strategy and plan for a unified monitoring and evaluation system [linking the policy level and the operational level performance measurement systems] developed, and
4) National Strategy and plan for implementation of SDIS system government-wide developed and for institutional capacity building needs to support SDIS

1.1 Overview of the GoJ's Strategy for Performance Management:

Prior to describing the Government's strategy to implement SDIS, it is important to understand the overall strategy at both policy and operational levels. Prime responsibility for delivering improved services rests with individual line Ministers. However,

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development and implementation of the government's performance measurement system at policy level and its service delivery system at operational level will be spearheaded by the Prime Ministry, through the Government Performance Directorate (GPD) and the Public Sector Reform Directorate (PSRD), respectively.

While the main objective of the technical assistance under this project document is to build the capacity of the PSRD to implement SDIS at the operational level, it is important to understand the distinct but collaborative roles of PSRD and GPD. The following outlines the responsibilities of the two directorates:

- The GPD is responsible for policy level performance management or performance-based government [to ensure that government working towards clear goals and targets and measuring its performance under these goals). The role of the GPD is to:

  i. Work jointly with GoJ institutions) to develop institutional goals (aligned with National Agenda) and develop and agree on Key Performance Indicators (KPI's);
  ii. Develop and agree on targets for KPI's (values and timeframes for delivery);
  iii. Monitor and report performance via collecting bi-annual performance reports, analyzing the information, and submitting executive reports to the Council of Ministers;
  iv. Analyze gaps in performance and discuss action plans with GoJ institutions and PSRD, and
  v. Coordinate National Agenda formation and updates.

- The PSRD is responsible for service delivery improvement at the operational level– SDIS [to ensure that government is working effectively and efficiently and continuously improving] The role of the PSRD is to:

  i. Set Service Standards (in coordination with GoJ institutions).
  ii. Monitor delivery against Service Standards by receiving performance reports, provide feedback to GoJ institutions on performance gaps, and jointly work on closing the gaps following the SDIS (intervene to investigate upon continued failure to meet set Service Standards).
  iii. Champion the SDIS and develop, promote, and continually improve relevant tools and knowledge.
  iv. Support the deployment of the SDIS via coordinating with GoJ institutions' relevant performance units (help set up such units where they do not exist).
  v. Develop and centrally manage the 'client voice' initiatives for GoJ institutions (satisfaction surveys (inc. mystery shopper), citizen panel, complaint system).
 vi. Coordinate with 'Challenge Fund' on improvement projects.

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vii. Identify collective issues and barriers to SDIS and develop policy recommendations to the Council of Ministers.

viii. Coordinate with GPD by providing 'client voice' input to Key Performance Indicator (KPI) target setting and report on operational progress, effectiveness, and efficiency of service delivery.

1.2 Strategy to Implement SDIS:

The main objective of the technical assistance outlined under this project document is to build the capacity of the PSRD to support implementation of the SDIS in 14 institutions. SDIS is at the core of efforts to improve the delivery and quality of services in Jordan. It is based on the concept of continuous improvement based on client needs and client satisfaction and is built on a five-stage process[2] illustrated in Figure 1.

Implementing a change of this nature requires not only a change in practices but a change in the way public servants think about their performance responsibilities, and is therefore a long term process. Based on this understanding, the scope of the project is to initiate the change process by building the capacities in 14 institutions to identify clients for their services, to use the SDIS toolkit in identifying client needs, and to develop and publish standards for a few of the institutions' main services.

Figure 1
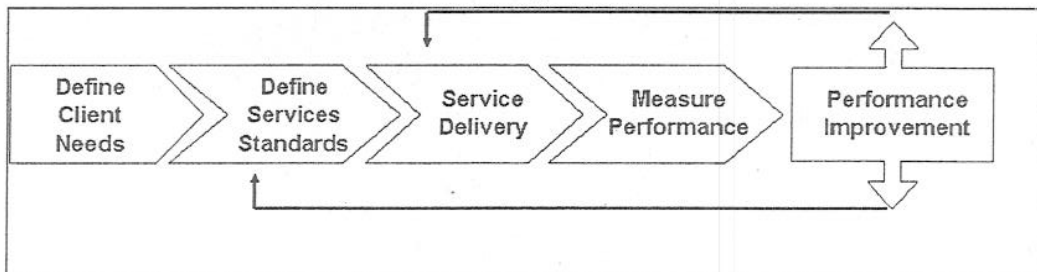
The strategy for implementing SDIS in 14 selected institutions will focus on three stages of the SDIS as outlined in Figure 1 to:

Stage 1 – Define Client Needs using the Client Voice toolkit.

Stage 2 – Develop and publish Service Standards based on clients' needs and expectations, and

Stage 4 – Measure Performance of the ministry or institution in delivering the service, in terms of timeliness, quality, volume and cost.

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[2] The Figure included in the Project Document and the information on the toolkit are taken from the Service Delivery Improvement Toolkit, Public Sector Reform, 2004-2009, developed by PSRD.

While it is recognized that sustainable performance improvement in Jordan will only be achieved over the longer term, the political demands in the current environment require a quick win in the short term to convince the public that the government is committed to reforming public service delivery. For this reason, one other institution was selected in March to implement SDIS on an accelerated path to include the Performance Improvement component in one of the institutions service areas. The PSRD will initiate the first stages of SDIS in this institution soon thereafter and prior to the anticipated implementation date of the technical assistance. A separate track of activities and milestones for this institution are outlined in the narrative work plan attached in Annex 1. A consultant with extensive expertise in developing service delivery and performance improvement systems in this sector will be provided to work closely with a national counterpart in ensuring results for this component.

Technical Assistance activities for all of the institutions will ensure a transfer of knowledge, by providing support and guidance to PSRD, National Institute of Training (NIT) and the Performance Improvement Units (PIUs) of the selected institutions in implementing the SDIS through hands on experience and systemic thinking exercises. Lessons learned have demonstrated that capacity building is best achieved through hands on learning-by-doing interactive approaches.[3] This approach also draws on contemporary organizational theories of "learning organizations" as a driver of change and recognizes that new ways of thinking about how organizations should function are required to meet complex issues in continually changing external and internal environments.[4] According to Senge, learning organizations are "…organizations where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together". The "learning by doing" process not only ensures a transfer of knowledge but contributes to national ownership and sustainability.

The technical assistance will further that the activities of the technical assistance under the project document are consistent with the strategy and activities of all units under the PSRD. Additionally, an implicit but essential component of the strategy is the need to generate enthusiasm throughout government for performance improvement linked to economic and social development and to identify champions to lead and manage change. A detailed work plan guided by the above strategy is included in Annex 1.

2. MANAGEMENT ARRANGEMENTS

The project will be managed by the PSRD under the Prime Minister's Office through the National Execution Modality (NEX). This modality will enable the directorate to coordinate the project activities directly related to their responsibilities for the Service Delivery Improvement System. Additionally, National Execution has been demonstrated

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[3] Elissar Sarrouh, Programme on Governance in the Arab Region, 2003
[4] Peter Senge, The Fifth Discipline (1990:3)

to ensure national ownership while building national capacity to manage and control resources related to responsibilities. A Steering Committee will be established for the project with the following composition:

- Executive Director of PSRD, Chairman of the Steering Committee
- Ministry of Planning and International Cooperation (MOPIC)
- United Nations Development Programme (UNDP)
- Executive Director of GPD
- Project Coordinator / PSRD

UNDP will charge 3% for the management of the total Government cost sharing contribution as General Management Services (GMS). Furthermore, and in accordance with the new UNDP cost recovery policy, UNDP will charge Implementation Support Service (ISS) fees to the project according to the nature of services offered as requested by the Project Management according to the specific budget line. These fees will be charged based on the latest update of the UNDP Universal Price List attached to the document.

3. MONITORING AND EVALUATION

The Steering Committee will meet quarterly to review Project progress and to update work-plans as required. The Project Coordinator following these Project review meetings will produce a brief summary progress report. The Project will be subject to annual tripartite reviews (formal joint reviews by the Government, the executing agency, and the external funding agency). Such reviews may be called on a more frequent basis if considered necessary. The first such review will be undertaken within the first 12 months following the signing of the Project.

The Project Coordinator shall prepare, at least one month prior to each tripartite review meeting, an Annual Project Report (APR) that: compares project performance with targets specified in the Project Document and work plans approved at previous tripartite reviews; presents revised work plans for the remaining duration of the Project; and which identifies key issues that need to be resolved during the review. Additional Project review reports may be requested, if necessary, by the UNDP, Government or executing agency.

A Terminal Project Report (TPR) will be prepared for consideration at the final tripartite review of the project at least 2 months prior to the final tripartite review to allow initial comments to be provided and incorporated in the report prior to the final tripartite review. PSRD will finalize the TPR and submit this to the Government and UNDP within one month of the final tripartite review. A formal independent in-depth evaluation of this project will be carried out during the final year of project implementation. Additional evaluations may be carried at the request of UNDP or Government. International and

national consultants working on this Project will be required to submit to UNDP and PSRD regular progress reports and reports on their findings and recommendations as specified in their terms of reference. All consultants are required to complete an assignment report within ten days of completing each assignment.

UNDP/Jordan will provide support to the project through assistance with recruitment and procurement and access to international expertise, as well as other administrative tasks as required by the project.

4. LEGAL CONTEXT

This Project Document will be the instrument referred to as the Standard Basic Assistance Agreement between the Government of Jordan and the United Nations Development Programme, signed by the parties on 12 January 1976.

The following types of revision may be made to this Project Document with the signature of the UNDP Resident Representative only, provided he or she is assured that other signatories of the Project Document have no objections to the proposed changes:

  a. revisions which do not involve significant changes in the immediate objectives, outputs or activities of the Project, but are caused by the rearrangements of inputs already agreed to or by cost increases due to inflation; and
  b. mandatory annual revisions which re-phase the delivery of agreed inputs or reflect increased expert and other costs due to inflation or take into account agency expenditure flexibility

This UNDP supported Project will be executed by the Government according to the modality of National Execution developed for the UNDP/Jordan. Execution within this modality means that the UNDP entrusts the Government with the mobilization of UNDP financed inputs and their efficient utilization, in combination with the Government's own or other available resources, toward the achievement of the Project objectives.

PROJECT RESULTS AND RESOURCES FRAMEWORK

Intended Outcome: Improvement of Public Services (Linked to Public Sector Reform) Goal 7

Outcome Indicator:: One reformed public institutions and increased implementation of Service Delivery Improvement Systems (SDIS) Capacities

Applicable MYFF Service Line: MYFF Goal 1 - Achieving the MDGs, SL 1.5 Private Sector Development and SL 1.7 Civil Society Empowerment; (ii) Goal 2 - Policy Support for Democratic Governance, SL 2.7: Public administration reform and anti-corruption;

Partnership Strategy: The project will work within the overall framework of the Public Sector Reform Programme adopted by the Government of Jordan and supported by the World Bank, USAID, DFID and other bilateral donors.

Project Title and ID: JOR/05/XXX - Support for Capacity Building of the Public Sector Reform Directorate(PSRD) to Implement Service Delivery Improvement System (SDIS)

Intended Outputs	Indicative Activities	Inputs
1. Strengthened Project Coordination Unit to support project implementation and monitor timelines of the workplan	1.1 Recruit qualified staff for the unit 1.2 Build the capacity of the unit through resources	1. National Admin & Finance Assistant 2. Secretary 3. Equipment (hardware) 4. Office Supplies
2. Capacities of PSRD strengthened to initiate implementation process of SDIS in 14 institutions	2.1 Recruit international consultants 2.2 Readiness Assessments conducted of selected institutions; 2.3 Based on assessments, define a few services and clients for services 2.4 Set and publish standards for these services 2.5 NITs and PIUs trained to implement the Client Voice and SDIS toolkit 2.6 M&E System developed and logical process identified to link systems at operational and outcome level; performance measured against standards	1. International Consultant Chief Technical Advisor 2. Short term change management consultant 3. Short term Institutional Development Consultant 4. Capacity Building
3. Support to PSRD to implement all stages of SDIS in one service area at Customs Department	3.1 Recruit international consultant 3.2 Develop a fast track plan to demonstrate performance improvement 3.3 Implement all stages of SDIS, with emphasis on the improvement of service area part 3.4 Publish Performance Improvements 3.5 Institutionalize SDIS	1. International Consultant with expertise in Customs 2. National Consultant (In-Kind contribution) 3. Learning Costs
4. Strategy paper submitted to the Government for full implementation of SDIS system government-wide	4.1 Strategy paper and action plan developed for full implementation of SDIS 4.2 Case studies, lessons learned developed 4.3 Arrange logistics for workshop, prepare workshop presentations 4.4 High level workshop conducted to present findings and achievements	1. Project Management team 2. Short Term consultants 3. Workshop Budget 4. Learning Costs

United Nations Development Programme/Jordan

Year 2005, 1 June – 31 December (7 months)

Project Number:

Project Title: Support for Capacity Building of PSRD to Implement SDIS

Proj. ID Expected Output	Activities	Q1	Q2	Q3	Q4	Respon. Party	Donor	Fund	Planned Budget — Budget Description	Amount
1. Strengthened Project Coordination Unit to support project implementation and monitor timelines of the workplan	Recruitment of project unit support staff			x		PSRD+ UNDP			71400 Service Contracts	$10,500
									72800 Equipment (Hardware)	35,000
									72200 Furniture	30,000
									74500 Misc, sundry	1,000
	Project management and reporting			x	x	PSRD			72500 Office Supplies, stationery	3,000
									63400 Learning Costs	3,500
									1. Sub Total	$83,000
2. Capacities of PSRD strengthened to support implementation of SDIS (first roll out in 6 institutions)	Assessments, training packages developed			x		PSRD			71200 International Consultants	$105,000
									71600 Travel and per diem	9,000
	M&E system designed			x		PSRD			63400 Learning Costs	7,000
									71635 Misc. Travel	3,000
	NIT & PIUs trained			x		PSRD			72500 Office Supplies, stationery	3,000
									74500 Misc, sundry	2,000
	Implementation of toolkit in 6 institutions				x	PSRD				
	Case studies developed			x	x	PSRD				
									2. Sub Total	$129,000
3. Support to implement all stages of SDIS in 1 service area at Customs Department	Consultant Recruited			x	x	PSRD+ UNDP			71200 International Consultant	$70,000
	Develop fast track plan			x	x	PSRD			71600 Travel and per diem	22,750
									74,500 Misc. sundry	1,500
	Implement Improvement part of SDIS			x	x	PSRD			63400 Learning Costs	7,500
	Publish Improvements				x	PSRD				

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National Strategy for implementation of SDIS government-wide	Case studies developed				x	PSRD			3. Sub Total	$101,750
									4. Sub Total	-0-
									Total 1st Year, 7 mos.	$313,750

(handwritten: 225,540)

UNDP/Jordan, Year 2006, 1 January – 31 December   Project Number   Project Title: Support for Capacity Building of PSRD to Implement SDIS

Proj. ID Expected Output	Key Activities	Q1	Q2	Q3	Q4	Respon. Party	Donor	Fund	Planned Budget / Budget Description	Amount
1. Strengthened Project Coordination Unit to support project implementation and monitor timelines of the workplan	Project management and reporting	x	x	x	x	PSRD		04200	71400 Service Contracts 74500 Misc. sundry 72500 Office Supplies, stationery 63400 Learning Costs Sub Total	$18,000 2,000 6,000 3,500 $29,500
2. Capacities of PSRD strengthened to support implementation of the Service Delivery Improvement System	Standards published for 6 institutions;	x				PSRD		04200	71200 International Consultants 71600 Travel and per diem 63400 Learning Costs	$180,000 /- 22,000 3,500
	Training of 8 institutions, 2nd rollout	x	x			PSRD			71635 Misc. Travel	3,000
	Implementation of toolkit in 8 institutions		x			PSRD			72500 Office Supplies, stationery 74500 Misc. sundry	5,000 ~~5,000~~
	Standards developed/ published for 8 insts.			x	x	PSRD			Sub Total	$218,500
3. Support to implement all stages of SDIS in 1 service area at Customs Department	Support to sustain gains and institutionalize SDIS		x		x	PSRD			71200 International Consultant, 71600 Travel and Per Diem 63400 Learning Costs Sub Total	$22,500 9,300 6,000 $37,800

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4. National Strategy for I implementation of SDIS	Strategy paper, case studies, workshop presentations developed	x	PSRD		63400 Learning Costs, High level workshop	$25,000
	Performance measured from 6 institutions	x	PSRD			
	High Level Workshop Conducted	x	PSRD			
				Sub Total		$25,000
				Total 2nd Year		$310,800
				Total Project Budget,		**$624,550.**

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5. RISKS

The risks under the project are considerable in several areas as follows:

1. The timelines of the activities to achieve the Expected Outputs are very short. Slippage in one or more of the timelines will negatively impact the results of the project.

2. The plan to implement SDIS on a fast track over the first six months of the project is ambitious and risks failure despite a high investment in success. Maintaining the quality of data collection over such a brief time period threatens the integrity of the process.

3. The SDIS tools and methodologies are new to Jordan and some are less understood than others.

4. Capacity building and change management processes for institutionalizing SDIS need to build into the system: (i) reinforcement for the change process, (ii) rewards for institutions that take the risks, (iii) linkages to required training, (iv) removal of competing priorities, (v) integrating SDIS into other PSRD systems and (vi) continuing assistance.

ANNEX 1
UNDP Project Document in Support of SDIS
Work Plan and Milestones

The following UNDP Project Document work plan outlines the activities to achieve the intended outcome and the output indicators as set out in the Results and Resources Framework of the project document]

Key Assumptions:

- The project will be ready for implementation in 14 selected institutions and the consultant team leader will be in Amman no later than 1 July 2005.
- The project will provide support in hands on experience in the implementation of the new Service Delivery Improvement System methodology and toolkit. Sector expertise exists within institutions to adapt the system to their respective sectors.
- Performance Improvement Units (PIUs) will be established as permanent entities within the selected institutions over time and their goals linked to their respective ministry's or institution's mission, goals and objectives. Until these permanent units are established, each Ministry and Institution will have a dedicated unit [a cross-functional, advisory team] to work on SDIS. For the purpose of the project document, these temporary units will be referred to as PIUs. The establishment and operation of these temporary units at the time of the project implementation, are essential to the success of the project..
- As the PIUs are established, each ministry and institutions will have an annual dedicated budget allocation for these units to ensure sustainability and institutionalization of the SDIS
- Key Performance Indicators and standards[5] for service delivery improvement will be established in each of the selected institutions, and the job descriptions and performance plans with key performance indicators of PIU team members will be developed. KPIs for the PIUs indicate that each member of the PIU team is responsible for the achievement of the KPIs and that each member will be evaluated against the team's KPIs.

International Consultants Required:

One long-term international consultant/team leader with experience in development and implementation of Performance Management Systems at both policy and operational levels. Specifically the consultant will have extensive experience in setting service standards and measuring performance at service delivery level using toolkits in developing countries where success has been demonstrated in the process, [e.g. Malaysia, others.] The consultant will also have sufficient experience with institutional capacity building and change management systems to provide advice on linking the operational

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[5] A key aspect for service delivery improvement is that it should be owned by the Chief Executive and heads of service or service managers of the organization and, therefore, these people should be engaged in developing performance measures which are aligned to the organization's objectives and strategy.

and outcome level monitoring systems and to provide guidance in institutionalizing performance management systems within the organizational context.

1 long term international consultant for seven months of the first project year. The consultant will have expertise in Customs and extensive experience in developing and implementing Performance Management and Service Delivery Improvement Systems in customs administrations in developing countries where success has been demonstrated in the process. During the second year of the project, it is expected that the consultant will provide short term visits to ensure sustainable compliance of expected outcomes. The consultant shall also have working knowledge of capacity building and change management processes.

2 short term international consultants for a number of visits over the life of the project: [1 consultant with experience in institutional capacity building, and 1 consultant with experience in Change Management practices.

1 – 30 June, 2005   Orientation and Initial Readiness Assessment Completed

Orientation on the overall public sector reform programme and how the Service Delivery Improvement System fits within the programme will consist of the following:
- Comprehensive review of all relevant documents, as outlined in the Project Document Annex.
- Intensive review of the Client Voice and client needs' data collection toolkits,[6] toolkit training materials, case studies from pilot testing of the toolkit developed
- Review the preliminary readiness assessment developed and implemented by the PSRD in March 2005. [The results of this preliminary assessment will rank the institutions' by capacity and willingness to participate in SDIS.]
- Strengthen and finalize the Readiness Assessment to more fully examine management's understanding and attitude towards the SDIS, the organization's structure, supporting policies, and the financial management and information management infrastructure. The assessment should be designed to include an assessment of the change management capacities of the Performance Improvement Units (PIUs), as well as their general management capacities. Specifically, assessment of the change management capacities should examine:

    i.   Are the institutions' vision, mission, goals and objectives aligned with the strategy?
    ii. Is there an understanding of the need for change and a motivation to change?
    iii. Is there a champion(s) for change in each institution?
    iv. Does the institutions' culture support change?
    v.   What infrastructure is available and or needed to support the change, (e.g. financial management, human resource management, ITC systems)?
    vi. What are the capacity building needs of the PIUs?

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[6] Major revisions in the Client Voice and SDIS data collection tools should be avoided as the toolkit has been pilot tested and national ownership has been achieved

30 June 2005 – Fast Track Plan for SDIS completed and implemented.
Assessments of the institutions capacity to implement the SDIS completed and capacity building interventions identified; Training of PIUs in the use of the SDIS toolkit completed and clients for services identified. Long term consultant working in Jordan, oriented in activities completed to date; detailed action plan to achieve accelerated full implementation of SDIS in one service area.

July, 2005 – Readiness Assessments, M&E Methodologies, Training Packages

- **Readiness Assessment:** Conduct readiness assessments in 6 institutions selected to participate as the first roll out, and develop training packages for the PIUs with NIT. Provide support to NIT in providing generic management training as needed. Develop training packages and train trainers in NIT in the use of the SDIS toolkit. The training packages should include an overview of the five stages of the Service Delivery Improvement System. The training package should provide examples of how SDIS and specifically, the monitoring and evaluation process (setting service standards and measuring performance on service delivery level) functions in the improvement of service delivery.

- **Monitoring and Evaluation:** The design of effective methodologies for measuring service delivery and outputs at the operational level is an essential component of the Service Delivery Improvement System. The training package should include a module with examples for measuring service delivery to assist the PIUs in identifying expected outputs in their respective sectors

Although measuring performance outcomes at policy level is not within the scope of the SDIS, training should include discussions on how data at the service delivery level can be linked with policy level data. For example, the SDIS at the micro or operational level might measure the efficiency and effectiveness of literacy programmes [number of programme participants, the quality timeliness and cost effectiveness of service delivery] along with client satisfaction. These data then can be compared with the increase in adult literacy as a result of literacy training.[7] Providing an overview of the larger picture of performance measurement and improvement and its impact on social and economic development in Jordan during the training sessions will help trainees understand the importance of their work.

Outline the methodology and a logical process to be used to link the operational and outcome level monitoring systems.

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[7] It is understood that there are limitations in attempting to link these outcomes with specific inputs as there are many other contributing factors to these results, however overtime it is expected that the Monitoring and Evaluation research will identify methods to control variables.

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- **Training packages in SDIS toolkit developed:** Training packages are finalized. Methodologies of training should place emphasis on the feedback loop describing how collecting data on service delivery [collecting data on client needs and satisfaction with services], against a set of established standards provides data for analyzing the gap between client needs and service delivery which then become the basis for performance improvement.

15 August 2005 – Client Needs Identified [For Customs Department]
Client needs identified using selected tools from the SDIS toolkit, and standards developed and published

7 August – 15 September 2005: Six Performance Improvement Units trained:
Six PIUs from the 14 ministries and/or institutions that ranked highest on the preliminary readiness assessment trained using the SDIS generic toolkit methodology. Training should be provided in participation with NIT to ensure capacity transfer with PSRD taking the lead.

18 September -8 December 2005: Implementation of Client Voice, SDIS toolkit – 1st rollout in 6 institutions:
In close consultation with PSRD, provide support to PIUs in the implementation of the client voice and SDIS toolkit in 6 institutions to ensure the quality of the data collected. Although the Service Delivery Improvement Plan will be addressed separately from this project, it will be useful as reference during the project as the toolkit suggests some of the skills needed to deliver services effectively.

1 December 2005 – Performance Measured Against Standards (For Customs Department]
Performance measured against standards demonstrating improvements made based on client expectations. Results published.

11 December 2005 – 19 January 2006: Standards developed and published:
Assist PIUs in the development of service delivery standards based on the baseline service delivery levels derived from the client voice and SDIS data collection exercise. Involve NIT in the process to enhance national capacity and ensure sustainability. Standards developed in each of the 6 PIUs and widely published throughout government at national and local levels through the means specified in the approved toolkit.

22 – 25 January 2006: Initial Case studies completed.
Case studies will be written throughout the project to address the various stages including institutional development, development of improvement plans, and measurement of service delivery against standards.

29 – 31 January 2006: Internal Workshop completed:
Three-day internal workshop/retreat conducted with 6 PIUs, PSRD, and NIT teams to review lessons learned, case studies presented and to revise toolkit as required.

February 2006: Readiness assessment completed, 8 institutions.
The Readiness Assessment revised based on lessons learned during the assessment of the first 6 institutions and assessments completed at the 8 remaining institutions

26 February – 6 April 2006: Training of 8 remaining institutions completed:
In participation with PSRD and NIT, train the remaining 8 selected institutions' PIU teams in the use of the generic toolkit.

9 April – 22 June 2006: Implementation of Client Voice, SDIS toolkit – 2nd roll-out in 8 institutions:
Support provided to the 8 remaining PIUs in implementing the toolkit in their respective sectors. As national capacity is increased within PSRD and NIT, it is anticipated that the time requirements for intensive day-to-day assistance of the international consultants will decrease.

July 2006: Standards developed and published for 8 institutions:
Service delivery standards developed and published for the 8 institutions

11 – 30 August 2006: High Level Workshop Preparations Completed
High-level workshop presentations and case studies prepared. Based on case studies and lessons learned, presentations should include recommendations for improvement plans at each of the institutions;

Draft strategic plan for implementing and institutionalizing the SDIS system-wide in consultation with PSRD. The strategy for institutionalizing SDIS system government-wide should include but not be limited to:

- A formalized partnership among GPD, PSRD, NIT
- Mission statements, goals and objectives and dedicated budget at national and sector level to support the Performance Improvement Units and the SDIS
- Permanently established PIUs in each institution
- Rewards at institutional and individual performance levels; linking the HR system including job descriptions to SDIS
- SDIS included as a mandatory NIT course

1 August – 1 September: Performance Measured Against Standards – 1ˢᵗ rollout
Measurement of service delivery based on published standards for the six institutions from the first rollout.

15 August – 6 September 2006: Recommendations to Link Performance Systems
Analysis of the policy level performance measurement system and the operational performance measurement system completed and recommendations presented to link the two systems. The capacity building needs to link the systems as identified by the consultant's analysis will be included in the draft of the next project document.

4 – 6 September 2006: High Level Workshop to Communicate Achievements
Three-day high level workshop involving top government officials to present achievements and to launch the Strategic Plan for implementing SDIS system government-wide. Lessons learned from implementation of the first six institutions and preliminary lessons learned from the 8 institutions who will be initiating the process at the time of this workshop will be presented. Recommendations for linking the policy level and the operational level service delivery systems will also be presented. This workshop should be widely announced and results of the workshop published in the media to support and promote this priority initiative throughout government and the citizenry.

7 – 30 September 2006: Final Draft of the Strategic Plan for SDIS completed
Revise the Strategic Plan based on the discussions and recommendations from the workshop, along with a detailed action plan for implementing the SDIS system wide and for institutionalizing the process throughout government, The Strategic Plan should be developed in close consultation with the PSRD, GPD and NIT.

1 October – 30 November 2006: Project Document for the Next Phase Completed:
Submit first draft of the final report. Develop a project document for the next phase based on the Strategic Plan and the assessment of SDIS unit's need for additional assistance.

The project document will be the exit strategy for the first phase and should include but not be limited to:

- Measuring performance for the next 8 institutions
- Identification for the next set of institutions to implement the SDIS
- Institutionalizing the SDIS within the 14 institutions
- Activities and institutional capacity building needs for implementation of SDIS government-wide

30 December 2006: Draft Final Reports submitted

ANNEX 2
TERMS OF REFERENCE

UNDP Consultants
To provide technical assistance in the implementation of the Service Delivery Improvement System
To the Government of the Hashemite Kingdom of Jordan

BACKGROUND

Improving services to citizens is a top priority for the Government of Jordan (GoJ) consistent with the vision of His Majesty King Abdullah II. While many GoJ institutions have various initiatives to ensure good levels of service delivery, the concept of service to the public is not yet the main driver of public administration. Too often, procedures take precedence over results, and no-one is held accountable when services are not delivered to a high standard, and in a timely and efficient manner.

A strategy has been developed to address the above issues, and to institutionalize performance-based operations and client-centered service delivery throughout government, from the strategic to the operational level. The strategy provides a methodology for the operation and performance of the Government Performance Directorate (GPD) and the Public Sector Reform Directorate (PSRD). The successful design, setup, and timely operation of these two directorates are key pre-requisites for the successful implementation of the following strategy.

The strategy has two main components:
- Policy level performance management (performance-based government): government working towards clear goals and targets and measuring its performance
- Operational level performance improvement (Service Delivery Improvement System – SDIS): government working effectively and efficiently and continuously improving

Prime responsibility for delivering improved services rests with individual line Ministers. However, development and implementation of the government's performance measurement system and service delivery strategy will be spearheaded by the Prime Ministry, through the Government Performance Directorate (GPD) and the Public Sector Reform Directorate (PSRD). The two units will have distinct roles but will work in close coordination.

The technical assistance under this project will focus on building the capacity of the Public Sector Reform Directorate (PSRD) and selected institutions to implement the

Service Delivery Improvement System at the operational level. Consultants under the project will closely with PSRD their capacities to:

- Set Service Standards (in coordination with GoJ institutions).
- Monitor delivery against Service Standards by receiving performance reports, provide feedback to GoJ institutions on performance gaps, and jointly work on closing the gaps following the SDIS (intervene to investigate upon continued failure to meet set Service Standards).
- Champion the SDIS and develop, promote, and continually improve relevant tools and knowledge.
- Support the deployment of the SDIS via coordinating with GoJ institutions' relevant performance units (help set up such units where they do not exist).
- Develop and centrally manage the 'client voice' initiatives for GoJ institutions (satisfaction surveys (inc. mystery shopper), citizen panel, complaint system).
- Identify collective issues and barriers to SDIS and develop policy recommendations to the Council of Ministers.

TASKS AND FUNCTIONS:

Consultants will work in their specific areas of responsibilities and as a team in the following overall tasks:

- Review methodology and Service Delivery Improvement Toolkit developed by PSRD for identifying and documenting areas of service provision;

- Assess PSRD and selected institutions, and in particular their PIUs, capacities for service delivery including identification of any capacity building required to collect data, set standards and monitor against the agreed standards. The design and development of capacity building packages for PSRD and PIUs will form an essential part of the project;

- Assist Performance Improvement Units in selected institutions in adapting the toolkit to their sector specific requirements for measuring performance at service level in identifying their customers' needs against the institutions' current levels of delivery based on needs;

- Assist the PIUs in implementing the Client Voice and the data collection toolkit to identify client needs and provide assistance in the analyzing the results of the data collected;

- Based on analysis of the above, assist institutions in setting and documenting service delivery standards to be achieved by each institution within one year. A process for setting these Service Standards, and publishing and communicating them is expected;

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- Assist SDIS Team in the development and implementation of methods for monitoring actual levels of service delivery: performance measurement at service level;

- Prepare case studies based on lessons learned, presentations and draft strategic plan

- Conduct workshops to present results and lessons learned

- Design and implementation of a reporting format and process, which contain analysis of and comment on actual delivery results as compared with the agreed standards;

- Identification of a mechanism for future revision and continuous updates.

- Develop a national strategy paper to implement SDIS government-wide

- Develop a project document for the next phase that addresses the needs of the next phase based on lessons learned to include capacity building packages and study tours

- Submit a final report

Two long term international consultants: One consultant team leader with expertise and extensive experience in developing and implementing performance management systems in developing countries for the entire 19 month duration of the project; One consultant with technical expertise in Customs and extensive experience in developing and implementing performance management in the sector for 7 months of the first year of the project with several short term visits the second year of the project.

Two short term consultants: One consultant with expertise in Change Management and experience in working with Performance Management Systems in developing countries; One consultant with expertise in Institutional Capacity Building and experience with Performance Management systems in developing countries.

I. Consultant Team Leader:

A long-term international consultant will be recruited for the entire 19 month project period to work closely with PSRD, and in the capacity of team leader of the short term consultants, to ensure the delivery of the following outputs

- A detailed work plan with timelines and milestones, and an outline of the methodology to achieve the work plan;
- Readiness assessments of selected institutions' will and capacities to implement the SDIS and identification of capacity building needs of the institutions' Performance Improvement Units;
- Develop a Monitoring and Evaluation (M&E) system to measure performance against service delivery standards and design a plan to link the M&E systems at outcome and service delivery levels;
- Review the Client Voice Toolkit and data collection tools and make recommendations to strengthen methodology for documenting existing service delivery areas and standards;
- Develop appropriate tools and techniques for assessing organizational capabilities and for identifying capacity building needs; design capacity building packages based on assessed needs (training programmes, material, study tours, etc) for PSRD and selected PIUs to enable them to use the methodologies and tools;
- Develop case studies on lessons learned, presentations, draft strategic plan;
- Conduct internal and high level workshops to communicate results and to contribute to the institutionalization of the SDIS throughout the government;
- Develop a national strategy paper for implementation and institutionalization of SDIS system government-wide;
- Develop a project document for the next phase including capacity building programmes, and
- Draft and submit a final report

Consultant's Qualifications:
The consultant/team leader will have a graduate degree with experience in development and implementation of Performance Management Systems at both policy (outcome) and service delivery (operational) levels. The consultant shall also have experience in setting service standards and measuring performance against standards at service delivery level using toolkits in developing countries where success has been demonstrated in the process. Additional experience in this field in developing countries is a plus. The consultant shall have 15 years experience in providing consulting services, half of which must have been with governments.

The consultant shall be an experienced team leader with knowledge and experience in working with institutional capacity building systems and change management practices to provide advice on linking the M&E systems at both policy and operational levels.

It is expected that the consultant will work closely with the Public Sector Reform Directorate (PSRD) and the short-term consultants to ensure the achievement of the Intended Outputs and Outcome, and should be aware of international best practices in their areas of service.

Schedule:

The project is tied to timelines within the Ministry's workplan and any slippage will significantly impact the implementation of the project. Consultant is expected to be on site no later than 1 July 2005. A Final Report is expected at the end of the assignment in December 2006.

II. Consultant – Customs Specialist

A long term international consultant with expertise in Customs sector and experience in developing and implementing Performance Management Systems in the sector for seven months of the first year of the project with short inputs during the second project year.

The consultant will work closely with Customs Department in developing and implementing the Service Delivery Improvement System on an accelerated path of seven months.

Delivery of Outputs:
- Clients identified and assessment of their needs
- Service Standards developed and published
- Performance Monitored against the standards
- Performance Improvements set and published

Consultant's Qualifications:
The consultant will be an experience technical expert in Customs with extensive experience in developing and implementing Performance Management in the sector. The consultant will be knowledgeable and have working experience with change management and capacity building practices.

III. Short Term International Consultant - Institutional Capacity Building Specialist

An Institutional Capacity Building Consultant will be required for several three-week consultancies between 1 June 2005 and 31 December 2006. The consultant will undertake the following tasks:

- Review the Country Programme, and documents relevant to the Public Sector Reform Programme for an understanding of how the Service Delivery Improvement System fits into the larger reform programme;
- Review SDIS materials including the Client Voice and SDIS tool kit;
- Assist in the conduct of the readiness assessments of institutions' will and capacity to implement the SDIS;
- Determine the SDIS training needs and institutional capacity building requirements from the assessments and define the skills needed for the institutions and for their Performance Improvement Units (PIUs);
- Develop training of trainer packages for the National Institute of Training (NIT) to strengthen the institute's capacities to train the Performance Improvement Units (PIUs);
- Conduct training of trainers workshops;
- Develop and cost capacity building assistance to be included in the next phase project document.

Delivery of Outputs:

The consultant will provide the following:

- A series of training packages based on capacity assessments;
- Training of trainers sessions;
- Shadow training with NIT trainers;
- Capacity Building needs identified for next phase;
- Final Report

Consultant's Qualifications:

The consultant will have a graduate degree in management and extensive experience in institutional capacity development and training of trainers in developing countries.

IV. Short Term Consultant – Change Management Specialist

A short term international consultant with a graduate degree in management and with extensive experience in implementing Change Management practices in developing countries, 3 weeks, July 2005, 2 – 3 weeks visits in 2006.

The Change Management Specialist will work closely with the Sector Specialist focusing initially on Customs Department in identifying areas of resistance and institutional barriers to the SDIS iThe Change Management Specialist will draw on lessons learned from this intervention in assisting the PSRD and the Institutional Capacity Building specialist in the overall SDIS implementation process.

The Change Management consultant in close consultation with PSRD and NIT will work with Customs Department's management team and PIUs in the change management processes which can then be emulated with the 14 institutions. The process will begin

with identifying an orderly progression from the current state of the organization to the desired state. Specifically, the consultant will assist the institution through the following steps:

1. Creation of a high-level change vision
2. Defining a change strategy
3. Identifying change leadership issues
4. Building commitment
5. Development and implementation of processes to manage people performance
6. Designing a change path for the development of an appropriate organizational culture
7. Develop and strengthen the organizational community (both enterprise wide and unit level)
8. Deliver and communicate the benefits

Delivery of Outputs:

- Develop a change management plan for Customs Department on the accelerated implementation path
- Develop and implement change management processes as set out above
- Training of NIT and PIUs in developing Change Management Plans for their respective institutions
- Series of training sessions in partnership with NIT to introduce Change Management practices, with the consultant taking the lead
- Capacity Building needs identified to for sustainable change management
- Final Report

Consultant's Qualifications:

The consultant will have a post graduate degree in organizational development, and specific expertise and experience in developing and implementing change management practices. The consultant is expected to have knowledge of organizational dynamics during times of change and introduction of new ways of performing work, knowledge of analytical skills in reassembling operations and systems necessary for the change.

Annex 3:

UNDP Universal Price List (UPL) for Implementation Support Services

Service	High Cost	Mid-High Cost	Mid-Low Cost	Low Cost	Liai
Payment process	**20.75**	**14.53**	**8.61**	**4.74**	**36.**
issue check only (Atlas Agencies only)	*5.94*	*4.17*	*2.47*	*1.35*	*10.*
vendor profile only (Atlas Agencies only)	*7.80*	*5.41*	*3.25*	*1.85*	*13.*
Staff selection	**298.84**	**214.62**	**122.97**	**61.17**	**501**
advertising (20%)	*59.77*	*42.92*	*24.59*	*12.23*	*100*
short-listing (40%)	*119.53*	*85.85*	*49.19*	*24.47*	*200*
Interviewing[8] (40%)	*119.53*	*85.85*	*49.19*	*24.47*	*200*
Staff contracting (incl. contract issuance, UNJPF/MIP enrollment, payroll setup)	**110.11**	**76.86**	**45.76**	**25.50**	**192**
Recurring personnel mgmt	**198.46**	**144.73**	**81.22**	**37.70**	**326.**
file maintenance (10%)	*19.85*	*14.47*	*8.12*	*3.77*	*32.*
performance evaluation (40%)	*79.38*	*57.89*	*32.49*	*15.08*	*130.*
extension, promotion, entitlements (40%)	*79.38*	*57.89*	*32.49*	*15.08*	*130.*
leave monitoring (10%)	*19.85*	*14.47*	*8.12*	*3.77*	*32.*
Consultant recruitment	**118.59**	**82.62**	**49.32**	**27.67**	**207.**
advertising (20%)	*23.72*	*16.52*	*9.86*	*5.53*	*41.*
short-listing & selection (40%)	*47.44*	*33.05*	*19.73*	*11.07*	*82.*
contract issuance (40%)	*47.44*	*33.05*	*19.73*	*11.07*	*82.*
Issue IDs (UN LP, UN ID, etc.)	25.14	17.58	10.44	5.78	43.7
Local driver's licenses (full process)	32.45	22.65	13.48	7.51	56.5
Accreditation w. government	32.45	22.65	13.48	7.51	56.5
Vehicle registration (full process)	32.45	22.65	13.48	7.51	56.5
Visa request (excl. government fee)	22.41	15.76	9.29	5.02	38.6
Ticket request (booking, purchase)	27.28	19.15	11.31	6.17	47.2
Travel authorization	22.41	15.76	9.29	5.02	38.6
Hotel reservation	12.18	8.46	5.07	2.88	21.4
F10 settlement	14.91	10.47	6.18	3.36	25.7
Procurement process	**218.92**	**155.26**	**90.48**	**47.43**	**373.**
identification & selection (50%)	*109.46*	*77.63*	*45.24*	*23.71*	*186.*
contracting/issue purchase order (25%)	*54.73*	*38.82*	*22.62*	*11.86*	*93.4*
follow-up (25%)	*54.73*	*38.82*	*22.62*	*11.86*	*93.4*
Procurement simple (low value, local)	**77.45**	**54.40**	**32.12**	**17.49**	**133.**
identification & selection (50%)	*38.72*	*27.20*	*16.06*	*8.74*	*67.0*
issue purchase order (25%)	*19.36*	*13.60*	*8.03*	*4.37*	*33.5*
follow-up (25%)	*19.36*	*13.60*	*8.03*	*4.37*	*33.5*
Disposal of equipment	107.33	75.86	44.41	23.60	184.1
Custom clearance	39.64	28.02	16.40	8.71	67.9
Shipment arrangement	67.04	46.87	27.84	15.41	116.6
Fellowship package	72.86	51.34	30.18	16.23	125.5
Manage Receivable (Atlas Agencies only)	*5.85*	*4.06*	*2.43*	*1.38*	*10.2*

ACRONYMS

APR	Annual Project Report
CCA	Common Country Assessment
CCF	Country Cooperation Framework
GoJ	Government of Jordan
GPD	Governance Performance Directorate
KPI	Key Performance Indicator
MDG	Millennium Development Goals
MYFF	Multi Year Funding Framework
NHDR	National Human Development Report
NIT	National Institute of Training
NEX	National Execution
PIU	Performance Improvement Unit
PSRD	Public Sector Reform Directorate
RRF	Results and Resources Framework
SDIS	Service Delivery Improvement System
TPR	Terminal Project Report
SL	Service Line
UNDAF	United Nations Development Assistance

Signature Page

Country: Jordan

UNDAF Outcome(s) Indicators(s): Reformed public institutions and increased implementation of Service Delivery Improvement Systems (SDIS) Capacities

Expected Outcome: Improvement of Public Services (Linked to Public Sector Reform)

Expected Outputs/Annual Targets: (1) Strengthened National Project Coordination Unit to oversee project and to monitor timeframes; (2) Capacities of PSRD strengthened to support implementation of the SDIS; (3) Strategy paper submitted to the Government for implementation of the SDIS, and (4) Strategy and plan for a unified national performance monitoring and evaluation system.

Implementing Partner: Public Sector Reform Directorate

Responsible Parties: Ministry of Planning and International Cooperation and UNDP

Programme Period: 2003-2007 **Programme Component:** Governance **Project Title:** Support for Capacity Building of PSRD to Implement SDIS **Project ID:** 'roject **Duration:** June 2005-Dec. 2006 Management Arrangement: NEX

Total budget: US$ 624,550 General Management Service (GMS): $ Allocated resources: • UNDP TRAC   US$ 200,000 • Government   US$425,550 (US$ 422,785 Programmable + US$/2,765GMS)

Agreed by (Government of Jordan):

Agreed by UNDP:

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