

Central project evaluation – executive summary

Support of Refugee-Hosting Communities in Solid Waste Management (ADHOC) II, Jordan

Title	Support of Refugee-Hosting Communities in Solid Waste Management (ADHOC) II		
Country/region/global	Jordan		
Sector and creditor reporting system code	43030 (40%) – Urban development and management 14050 (60%) - Waste management/disposal		
Project number	2016.2165.5		
Commissioning party	German Federal Ministry for Economic Cooperation and Development (BMZ)		
Lead executing agency/ partner organisations	Jordanian Ministry of Local Administration (MoLA)		
Title German Development Cooperation Programme	Not applicable		
Project value	EUR 6,264,466		
Project term	July 2017 – November 2021		
Reporting year CPE	2022	Sample year CPE	2018

Context of the project

Following the start of the Syrian civil war in 2011, many Syrians fled to Jordan. As of 31 July 2021, the United Nations High Commission for Refugees registered 669,497 Syrian refugees in Jordan. The Jordanian Government estimates that the real number is double this amount: 1.36 million Syrian refugees. In 2021, this equals 12.75% of the Jordanian population. As most refugees reside in urban centres (outside of refugee camps), the percentage of refugees in Jordanian cities is much higher and can reach up to 50% of the population.

The large influx of refugees strained the already stretched public services in Jordan. For example, it resulted in 340 tons of additional solid waste per day. This accounted for almost 10% of the daily municipal waste generated in Jordan in 2019. For refugee-hosting communities, it was difficult to handle this increase in solid waste and maintain public hygiene.

In 2014, Germany began supporting four refugee-hosting communities with their solid waste collection and management. This was a direct response to the Syrian refugee crisis and Jordan's call for support. In 2018, the project entered a second phase. This second phase extended

support to five refugee-hosting communities; this was the phase of the project that was evaluated.

Figure 1: Project region – Jordan, in the Middle East



Source: Mapchart.net

Brief description of the project

ADHOC II supported five refugee-hosting municipalities in Jordan (Irbid, Karak, Mafraq, Ramtha and Russeifa) and the Ministry of Local Administration. Its purpose was to improve:

- municipal solid waste management (SWM),
- operations in the municipal workshops and maintenance of the waste collector trucks and
- monitoring and steering of the SWM sector by the Ministry of Local Administration.

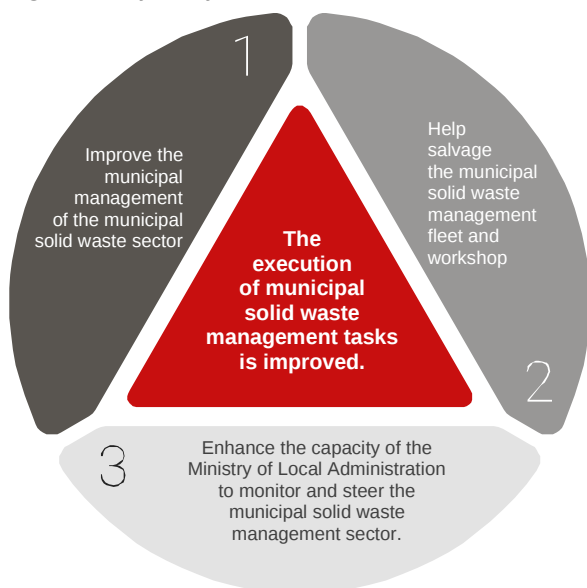
The project's focus was on providing short-term relief in solid waste collection whilst building the basis for structural and sustainable solutions.

The project goal was to ensure solid waste collection in the five refugee-hosting municipalities and contribute to:

- social cohesion between the Jordanian residents and the Syrian refugees and
- environmental protection.

The direct target groups of the project were the five supported municipalities and the Ministry of Local Administration. The indirect target groups (and ultimate beneficiaries) were the Jordanian residents and Syrian refugees living in the five supported municipalities.

Figure 2: Project objective/areas of intervention



Assessment according to DAC criteria

Relevance

Alignment with government and BMZ priorities

ADHOC II is aligned with the Jordanian National Solid Waste Management Strategy and BMZ's Jordanian Country Strategy. Both strategies focus on the collection of the increased amounts of solid waste stemming from the influx of Syrian refugees to maintain political stability in Jordan. ADHOC II supported this objective.

Alignment with the needs and capacities of the direct and indirect target groups

The project met the needs of the supported municipalities, which did not have the resources and authority needed to deal with the extra waste. The project was less well tuned to the priorities and capacities of the Ministry of Local Administration. The ministry attached a lower priority and deployed limited resources to the monitoring and steering of the municipal SWM sector.

Appropriateness of the project design

The project activities made sense in principle; they would be part and parcel of any municipal SWM improvement project. In practice and in design, the project was too operationally focused. It failed to address the root causes of the municipalities' inability to deal with the increased amounts of solid waste. These root causes related (and continue to relate) to the limited resources and authority vested in municipalities in Jordan.

Response to change

The project responded well to the insecurity and travel and work restrictions stemming from the COVID-19 pandemic. Whilst the pandemic affected progress, it was not the main reason for not achieving some outputs.

Finally, the evaluation faced a contradiction. Many Jordanian residents take little care of the waste collection bins, dump their waste beside the bins, or occasionally resort to burning their waste. Backstreets and vacant land in the supported municipalities remain littered with waste.

Coherence

Internal and external coherence

Whether 'internally' within the GIZ SWM portfolio, or 'externally' with the SWM projects conducted by other development partners, most projects complemented one other. Each project targets a specific and different part of the municipal SWM system: from planning to operations, from generation to collection, from recycling to disposal. Collectively, they contribute – in a broad sense – to a more comprehensive municipal solid waste management system. Individual projects focus on very different areas operationally.

The evaluation did not identify synergies between projects in the sense that more was achieved with the same amount of resources (yield maximisation) or fewer resources were needed to achieve the goals (cost minimisation).

Other projects (e.g. the BMZ-funded Waste to Positive Energy project), benefited from work done by ADHOC II, whether improving waste collection in the five supported municipalities or preparing the municipal SWM Plans, which highlight the municipalities' (lack of) capacity and investment needs.

For its part, ADHOC II helped the Ministry of Local Administration (at its request) to meet some of the milestones for the release of EU budget support to the ministry. This included preparing the municipal SWM plans (which was within ADHOC's scope of work), and the operational plans for regional waste disposal by the relevant Joint Service Councils (which lay outside the scope of the project).

Photo 1: Waste collector truck repair



Source: GIZ/Fabian Brandt

Effectiveness

Achievement of objectives

The project helped five municipalities to collect an increased amount of solid waste. The project additionally sought to enhance the municipalities' management of the municipal solid waste sector (by introducing new management tools and increasing municipal revenues) and strengthen the monitoring and steering of the sector by the Ministry of Local Administration. The project made limited progress in these areas.

Contribution to achievement of objectives

By offering equipment and spare parts and introducing regular maintenance, the project helped municipalities salvage (at least part of their) dilapidated fleet of waste collection trucks. By optimising the routes of these waste collection trucks, the project helped utilise the municipalities' full waste collection capacity. Together, this allowed the municipalities to collect their waste.

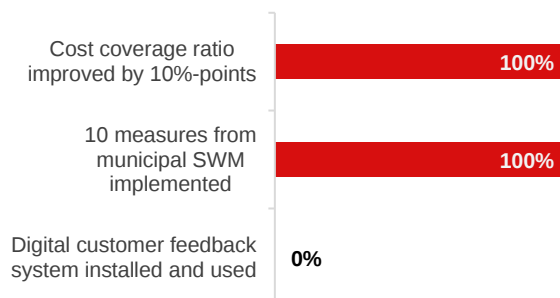
Quality of implementation

The project maintained close relations with the direct target groups, applied GIZ's monitoring practices, procured spare parts and completed construction works in a timely fashion. The project could have responded quicker to the non-delivery/delay of some relevant outputs and the unsustainability of the project's results.

Unintended results

With construction works in the Irbid and Karak workshops and an ISO 9001 certified quality management system in Irbid, the project contributed to better working and safety conditions in these workshops.

Figure 3: Achievement of the objective indicators



Impact

Higher-level development results

In the five supported municipalities, Jordanian residents and Syrian refugees live in harmony. No tensions exist between the groups. The collection of most (if not all) solid waste contributes to public hygiene and environmental protection.

Contribution to higher-level results

On the one hand, the project contributed to the municipalities' ability to collect solid waste. With most (if not all) solid waste collected, the project helped prevent social conflict and environmental degradation stemming from uncollected waste.

On the other hand, social cohesion between residents and refugees also stems from a shared culture and family ties. Groundwater levels are so low in Jordan that there is no imminent risk of groundwater pollution from uncollected waste.

Unintended impacts

The evaluation identified no unintended impacts.

Photo 2: A clean park.



Source: Geert Engelsman

Efficiency

Production and allocation efficiency

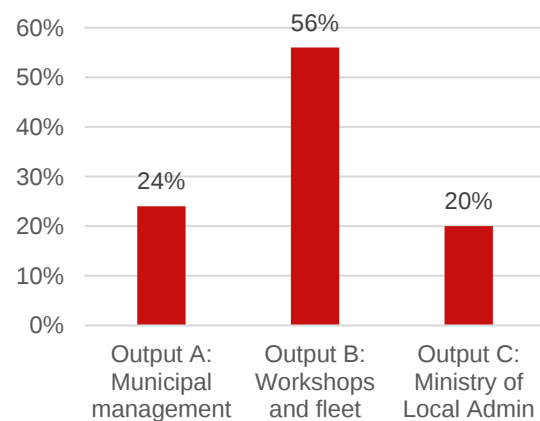
More than half (56%) of the project budget was spent on the procurement of equipment and spare parts, the partial rehabilitation of the municipal workshops in Irbid and Karak and the introduction of regular maintenance of the municipal solid waste management fleet and a digital tracking system for the fleet (see Figure 4).

On the one hand, these expenditures enabled the municipalities to salvage and optimise the use of their waste collection fleet, collect the increased amounts of municipal solid waste, and contribute to social cohesion and environmental protection. In terms of effectiveness and impact, the budget was spent efficiently.

On the other hand, the municipalities have not put their solid waste collection and management on a secure footing. They do not invest in the solid waste collection infrastructure. From a sustainability perspective, more resources should have been spent on working with the Ministry of Local Administration and the political leadership of the municipalities.

The project should have tried to alter the perspective of the municipalities and ministry on the value and organisational needs of solid waste collection and on the municipal autonomy and resources needed to manage solid waste collection effectively, efficiently and sustainably. In terms of sustainability, the budget was not spent efficiently.

Figure 4 Project expenditures



Sustainability

Capacities of beneficiaries

The municipalities do not collect sufficient fees to cover the costs of solid waste collection, and the fees that are collected are not ring-fenced for the operation, maintenance and modernisation of municipal solid waste collection (but are instead transferred into the general budget). Moreover, the municipalities do not have the authority to raise extra taxes, recruit waste management specialists or organise their solid waste collection through a special purpose vehicle like a public utility. In short, the municipalities lack the management expertise, financial resources, authority and incentives to organise their solid waste management sustainably.

Project contribution to sustainability –durability of results

The project procured good quality equipment and original spare parts which can be expected to have long technical lifetimes. Municipal workshop staff will do their utmost to salvage the fleet (up to the point – or even beyond – where it is technically feasible). But goodwill, technical competency and spare parts can only go so far. Ultimately, the sustainability of the project's results depends on the municipalities' ability to take over: to organise solid waste collection efficiently and invest in the solid waste collection fleet and infrastructure. The project was unable to contribute on these points. The durability of the project's results is therefore in doubt.

Photo 3: There is a need to invest



Source: Geert Engelsman

Overall rating

The project was moderately relevant: it was aligned with national priorities and municipal operational needs; it did not address the structural challenges of municipal solid waste management.

The project was moderately coherent: it complemented other BMZ- and donor-funded projects; it did not create and exploit synergies.

The project was moderately effective: it helped municipalities collect their waste; it did not improve municipal management and ministerial steering.

The project had a moderate impact: it contributed to social cohesion and environmental protection.

Project spending was efficient in terms of solid waste collection, social cohesion and environmental protection, and inefficient in the sustainability of these results.

The project results are not sustainable, as the municipalities lack the authority, resources and incentives to organise the sector sustainably.

Table 1: Rating of OECD DAC evaluation criteria

Criteria	Score (Max. 100)	Rating 1 (highly successful) to 6 (highly unsuccessful)
Relevance	75	Level 3: moderately successful
Coherence	70	Level 3: moderately successful
Effectiveness	70	Level 3: moderately successful
Impact	75	Level 3: moderately successful
Efficiency	50	Level 4: moderately unsuccessful
Sustainability	30	Level 5: unsuccessful
Overall	62	Level 4: moderately unsuccessful

Conclusions and factors of success and failure

Although the project objective was cast in rather broad terms (the execution of municipal SWM tasks is improved), in practice the project helped five municipalities to collect their residential and commercial waste. In this, the project was successful. By offering equipment and spare parts, and introducing regular maintenance, the project helped salvage the dilapidated fleet of waste collection trucks. By optimising the routes of these waste collection trucks, the project helped utilise the available waste collection capacity. This allowed the municipalities to maintain waste collection, absorb the increase in solid waste, and contribute to social cohesion and environmental protection.

The main challenge faced by the project was to have municipalities build on the project's achievements and to organise municipal solid waste management more effectively. The municipalities lack the perspective, autonomy, authority, resources and political will to professionally organise solid waste management (and, for example, to treat it like other public utilities, such as water and electricity, which are public utilities that can be priced and organised as a public business).

The project should have recognised that the problem of ownership and sustainability is political, not technical; that political problems cannot be resolved through technical solutions alone; and that technical assistance therefore ought to have been accompanied by political dialogue.

The sector's 'system deficiencies' stem from past political decisions and the power relations between the municipal governments, the Ministry of Local Administration, the Ministry of Environment and the Ministry of Finance. For municipal SWM to be sustainably managed, new political decisions on the allocation of power, resources and accountability to municipal governments are needed. These decisions can only be formulated, taken and implemented by the municipal governments, the Ministry of Local Administration and, ultimately, the Jordanian Government. GIZ can at best facilitate this process.

Recommendations

The evaluation recommends that the GIZ SWM Cluster in Jordan (target audience) gear its support under the new Solid Waste Management, Jordan project towards facilitating a political dialogue between all key stakeholders on the future organisation of municipal solid waste management. This dialogue should include topics such as the:

- current political economy of municipal SWM,
- general public sector resource constraint,
- devolution of authority, responsibility and resources (including fiscal decentralisation),
- public financial management and
- (democratic) accountability of local governments.

The evaluation also recommends making 'international peers' available to the municipal governments and Ministry of Local Administration. Such peers (who may come from successfully run municipalities in Jordan, neighbouring countries or Germany) can inspire and coach local reform actors in the formulation and implementation of a political reform agenda for municipal SWM.

Photo 3 Temple of Hercules, Amman, Jordan



Source: Geert Engelsman

Approach and methods of the evaluation

This evaluation encompassed a purposeful and qualitative inquiry into the development effectiveness of the ADHOC II project. Purposeful, because the evaluation assessed the project based on the OECD DAC evaluation criteria and the questions in the standard GIZ project evaluation matrix. Qualitative, as the evaluation relied on the insights and perspectives gained from interviews and documents to offer a descriptive analysis on the development effectiveness of the project.

The evaluation was conducted by an external two-person evaluation team. It was led by Geert Engelsman, an independent evaluation and development specialist, and supported by Amer Jabarin, a former associate professor in agricultural economics at the University of Jordan and long-time Jordan development specialist.

The evaluation team conducted a two-week field mission in Jordan in October 2021. During this period, they interviewed key experts from the five supported municipalities, the Ministry of Local Administration, the Ministry of Environment, civil society, the private sector, NGOs, international development agencies and the project team, as well as some refugees and residents in the supported municipalities. Most key informants were purposefully selected based on their role in either the project or in the sector. The evaluation team engaged with 56 people, who offered a diverse set of perspectives on municipal SWM in Jordan.

The evaluation applied a variety of data analysis techniques on the collected data, including inductive, deductive, contribution and efficiency analysis. Importantly, the evaluation applied the principle of triangulation across data sources and evaluators. Triangulation across data sources means that findings and conclusions are based on data provided by different categories of key informants and/or documents. Triangulation across evaluators means that both evaluators reached the same findings and conclusions based on the collected data.

Rating system

Projects are rated based on the OECD DAC criteria of relevance, coherence, effectiveness, impact, sustainability and efficiency. Each of the six criteria is rated on a scale of 1 to 100 (percentage system).

The project's overall score is derived from the average points awarded for the individual DAC criteria. The average value for the overall score is rounded according to mathematical convention. All DAC criteria are equally weighted for the overall score. Compared with the predecessor systems (6-point scale, 16-point scale), a 100-point scale has a number of advantages in that it allows differentiation, is commonly used internationally, is easy to understand and can readily be converted into other assessment systems.

Table 2: Rating and score scales

100-point scale (score)	6-level scale (rating)
92–100	Level 1: highly successful
81–91	Level 2: successful
67–80	Level 3: moderately successful
50–66	Level 4: moderately unsuccessful
30–49	Level 5: unsuccessful
0–29	Level 6: highly unsuccessful
Overall rating: The criteria of effectiveness, impact and sustainability are knock-out criteria: If one of the criteria is rated at level 4 or lower, the overall rating cannot go beyond level 4 although the mean score may be higher.	

Both the assessment dimensions within the OECD DAC criteria and the determination of the overall score using a points system serve to increase the transparency of ratings while enabling better comparability between individual projects.

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