JORDAN EMERGENCY SERVICES AND SOCIAL RESILIENCE PROJECT (JESSRP) MONITORING STUDY 1

JORDAN

MONITORING REPORT

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EXECUTIVE SUMMARY

In its fifth year, the Syrian crisis has forced over four million people to flee the country, most of them now living as refugees registered in neighbouring Jordan, Lebanon, Iraq and Turkey[1]. In Jordan, Syrians represent approximately 21.5% of its population of 6.49 million. Out of an estimated 1.4 million Syrians in Jordan, 629,627 are refugees registered with UNHCR[2]. The vast majority of these refugees, approximately 83%, live in host communities, rather than in formal camps[3]. The intensified competition for scarce resources, and increased demand for housing, livelihood opportunities and critical municipal services has placed a considerable burden on the service delivery capacity of the national and local governments[4]. Municipal services such as solid waste management and sanitation, have been particularly stretched in the governorates which have received the highest proportion of Syrian refuges, namely Amman (28%), Irbid (22.7%), Mafraq (12.2%) and Zarqa (8%)[5]. Competition for these services, coupled with perceptions of poor municipal services and limited communication between municipal authorities and citizens, has had a negative effect on community resilience and social cohesion[6].

With the objective to mitigate these challenges, the Jordan Emergency Services and Social Resilience Project (JESSRP) aims to strengthen the capacity of municipalities by investing in social infrastructure and supporting visible and tangible improvements at the municipal level. Investments in social infrastructure aim to support community and recreational centres; increase information-sharing between municipalities and citizens; promote town hall meetings and accountability mechanisms for municipalities. Visible and tangible improvements refer to physical improvements such as increased street lighting; road rehabilitation; and addressing the solid waste management issues prevalent in many municipalities. In partnership with the World Bank, the UK Department for International Development (DFID) and the British Foreign and Commonwealth Office (FCO), REACH is evaluating the support provided under the project to selected municipalities in northern Jordan. The monitoring and evaluation framework developed for this purpose consists of a baseline assessment, monitoring rounds and an endline assessment. The overall objective of the evaluation is to compare the level of change observed between the baseline data collection, conducted prior to the actual delivery of services funded through the project in August and September 2014, and the endline assessment, expected to be conducted upon the completion of the project in late 2016 or early 2017. Focussing on processes and outcomes, thus not directly comparable to the baseline and planned endline, the monitoring rounds enable the tracking of on-going progress to inform improvements and revisions throughout the implementation of the project.

In May 2015, the JESSRP baseline report was published, which outlines findings from household level data collection conducted between August and September 2014 across three northern governorates in Jordan, Irbid, Mafraq and Zarqa[7]. Within these governorates, 16 municipalities were assessed - nine 'treatment' municipalities that had been selected as recipients of municipal service interventions under the project (Al Ramtha Al Jadeedah, Al Serhan, Al Sho'aleh, Al Za'atari and Al Mansheah, Bala'ama Al Jadeedah, Gharb Irbid, Irbid Al Kubra, Mafraq Al Kubra and Sahel Horan) and seven 'control' municipalities, which had not been selected for interventions (Al Kfarat, Al Mazar Al Jadeedah, Al Yarmook Al Jadeedah, Al Zarqa, Hosha Al Jadeedah, Rhab Al Jadeedah, Sabha and Dafianeh). To ensure comparability control municipalities were selected on the basis of similar characteristics, such as proximity to border area, percentage of Syrians, cultural and geographical similarities, and population size, among other factors. The purpose of the baseline was to measure key indicators in relation to municipal services

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[1] UNHCR, Syrian Regional Refugee Response Portal, [last accessed 19 October 2015]
[2] Ibid.; 750,000 living in Jordan prior to the crisis, Jordan Response Plan for the Syria Crisis 2016-2018 (JRP 2016-2018), Draft, October 2015, p. 14
[3] JRP 2016-2018, p. 8
[4] UNDP, Mitigating the Impact of the Syrian Refugee Crisis on Jordanian Vulnerable Host Communities, Municipal Needs Assessment Report, 10 April 2014; Jordan Response Plan for the Syria Crisis 2015 (JRP 2015), p. 16-17
[5] JRP 2016-2018, p. 15
[6] Ibid., p. 8; REACH, Understanding Social Cohesion and Resilience in Jordanian Host Communities, Assessment Report, April 2014; REACH, Social Cohesion in Host Communities in Northern Jordan, Assessment Report, May 2015.
[7] REACH, JESSRP Baseline Study, Assessment Report, May 2015; see also REACH, Social Cohesion in Host Communities in Northern Jordan, Assessment Report, May 2015.

such as water, solid waste management, sanitation, roads, public lighting, public leisure spaces, and community outreach, across the municipality population, to assess level of access; frequency of use; prominent coping strategies adopted; and levels of satisfaction with municipal services. The assessment of treatment and control municipalities will allow to evaluate the level of change between the baseline data collection and the endline attributable to the interventions under the project.

The baseline findings demonstrated that household access to key municipal services, which were found to be over-stretched, is limited or lacking for the host and refugee population, supporting the NRP's emphasis on the fact that the arrival of Syrian refugees has led to further strain on already over-burdened municipal services. The baseline report found this to be particularly true for the provision of services related to water, solid waste management, sanitation, public leisure spaces and community outreach, which has led to high levels of dissatisfaction with municipal services amongst communities. These findings confirm the importance of the project, initiated in recognition of a need to provide further support to municipalities in their delivery of services, thereby enhancing satisfaction levels amongst the community, and subsequently improving resilience and social cohesion.

The present study builds upon the baseline assessment and outlines the findings of the first monitoring round of the nine initial treatment municipalities which have received a series of investments through the project. Comprised of 1,164 household surveys, 35 community key informant interviews, nine municipality key informant interviews, as well as four key project stakeholder interviews, the methodology for this monitoring round was designed to assess both the process level, i.e. the extent to which communities were consulted in the design and selection of projects and the transparency of the planning process; and the outcome of the implemented projects, examining service delivery and perceived improvement of municipal services amongst communities. Overall, this report provides an insight into the internal processes of municipalities, the implementation of interventions under the project and community level perceptions of access to and quality of municipality services. As such, the findings of the monitoring rounds will provide good practices and lessons learned to inform on-going improvements and revisions of the project.

Overall, interventions were found to be addressing self-reported priority community needs. Further, community consultations have been conducted in nearly all municipalities, while differing considerably in terms of quality and documentation. The necessary equipment and machinery has been procured and received by the majority of municipalities. However, constraints in terms of municipal financial and human resource capacity, as well as planning in that regard were found to be affecting some municipalities' ability to effectively operationalize and use procured equipment. This in turn, has implications for the sustainability of interventions. While all assessed municipalities have begun implementing interventions, several sector-specific challenges have been identified. Finally, a number of cross-cutting themes were identified, found to be impacting the planning, efficient and sustainable implementation and continuous monitoring of interventions. These include documentation and information management, internal and external over-sight over planning and implementation, as well as evaluation of municipal capacities and coordination with other external programmes and humanitarian actors.

Key findings

The interventions implemented under the project include solid waste management (SWM), public roads, public lighting, sanitation and public leisure spaces, and were assessed according to the according to the Organisation for Economic Co-operation and Development (OECD) evaluation criteria: **relevance** of implemented interventions; **accountability** of the process by which interventions were selected and planned; **efficiency** of intervention implementation in terms of procurement, operationalization, use and financial sustainability; and **effectiveness** of interventions, namely the quality of service delivery and perceptions of improvement among the community. The key findings related to these criteria are summarised in the following sections.

Relevance of interventions

Interventions generally appear to be addressing the key priority needs self-reported by both households and municipal officials. Observed discrepancies between municipal and community level perceptions of priority needs could be due to municipalities perceiving or assessing needs at the overall municipal level, while households might perceive them at the level of a certain area or neighbourhood they live in. These discrepancies highlight the need for improved communication between municipalities and communities, including through participatory community consultation processes. Ultimately, improved community engagement and communication between municipalities and communities would ensure that a common understanding of community needs and priorities is reached and interventions are designed and implemented to meet these needs. Furthermore, intensified municipal efforts to raise awareness among residents about the project and about specific interventions being implemented could contribute to an improvement of community perceptions of municipal responsiveness to community needs.

Accountability of process

Two key accountability aspects were assessed during this first round of monitoring, namely community consultations and the overall planning process of interventions. Community consultations were reportedly conducted in all municipalities but one. Intended to inform the selection and design of interventions, these consultation processes were not standardised across municipalities and therefore varied considerably in terms of their quality, including the format of consultations; their geographical scope; and the range and number of participants involved. In part, this was found to be due to a lack of continuous support and oversight ensuring formalised, participatory and transparent consultation and planning processes. This was compounded by a lack of documentation and reporting on both the consultations themselves and the planning process at municipal level overall. As an illustration, no municipal officials had access to soft or hard copies of their respective comprehensive plans after these were sent to the Cities and Villages Development Bank (CVDB), from where they were transferred to the Ministry of Municipal Affairs (MoMA) for approval. Municipalities did state that they had copies of detailed procurement plans, which they deemed to be the most relevant component of the comprehensive plans. These procurement plans are the primary document on which project activities are monitored. However, this does suggest limited buy-in on the purpose of retaining copies of full plans, which detail activities beyond procurement alone, to be used and referred to during implementation more broadly. Without effective information management, for example keeping up to date records of what has been planned and what, importantly, has subsequently been implemented, it is difficult for municipalities to effectively track their process. This ultimately compromises municipalities' accountability towards the citizens they serve. Based on this recognised need, during the second year of the project, municipalities received capacity building from UNDP to assist them in identifying their three-year investment priorities in consultation with the communities. This support resulted in all municipalities preparing three-year investment frameworks and individual project proposals. The project also contracted the services of a Municipalities Support Team (MST) to assist CVDB in further supporting municipalities in their planning and implementation of consultation and planning activities.

Efficiency and sustainability of interventions

Despite initial delays in the procurement process, municipalities had received nearly all necessary equipment by the time of data collection and had begun using new machinery. However, limitations in the planning process resulted in inefficiencies in the subsequent implementation of interventions. There appeared to be a lack of internal and external evaluation of pre-existing municipal financial and human resource capacities, specifically in terms of municipalities' capacity to finance operational and maintenance costs for new equipment, such as salaries for additional permanent solid waste management (SWM) workers or electricity bills. This lack of thorough evaluation and planning then resulted in financial and human resource constraints hindering the efficiency of the operationalisation and usage of procured equipment, including compactors for SWM or public lighting units. This in turn raises questions in terms of the sustainability of interventions. In addition to thorough planning processes which consistently take into account the financial and human resources required throughout intervention

implementation, initiatives enabling municipalities to either save money (e.g. solar powered public lighting) or bolster financial capacities (e.g. income-generating linked to interventions) are likely to mitigate challenges faced in terms of the efficiency and sustainability of interventions. Strengthened coordination of efforts by external actors and programme aiming to improve municipal service delivery, in particular through municipal plans, would contribute to sustainable improvements in these regards.

Effectiveness of interventions

The majority of municipalities had begun the implementation of interventions. Certain tangible improvements in municipal service delivery have also been reported by assessed households. However, there were particular challenges observed specific to each sector intervention, which are summarised as follows:

Solid waste management

In several municipalities, municipality key informants reported that they faced both financial and human resource constraints in hiring drivers and other solid waste management workers. These constraints, attributable to a lack of financial planning, meant that in some municipalities it had not been possible to fully operationalize new compactors by the time of data collection. Furthermore, municipal officials reported that long distances to landfill sites led to delays in garbage collection. As a result, representatives of several municipalities reported that there had most likely not yet been a noticeable increase in the frequency of garbage collection. In line with these statements, households overall did not observe large improvements in the frequency of garbage collection. Community key informants reported issues with geographic targeting of interventions, with central areas and main towns reportedly prioritised at the expense of more remote rural and agricultural areas.

Public roads and sidewalks

Overall, planning for public road interventions followed a thorough process in which population density and complaint history were taken into account when targeting areas for the construction of new roads or the rehabilitation of existing ones. Nonetheless, community key informants perceived room for improvements in terms of geographic targeting of interventions, as road construction and rehabilitation had been focusing on central geographic areas, while neglecting agricultural and rural areas. In addition, it was reported in some municipalities that public roads had been constructed or rehabilitated without public lighting, making them dangerous to use at night.

Public lighting

As with public roads, public lighting was found to be successfully installed across the targeted municipalities and households often reported satisfaction in terms of these interventions addressing a priority need. Yet, municipality and community key informants recommended that, for future phases of the project, public lighting be installed in conjunction with the construction of new roads and the rehabilitation of existing ones. A more even geographical targeting of interventions to specifically include rural and agricultural areas should also be ensured. Resulting from limited municipal planning capacity and a lack of consideration of costs related to a sustainable operation of new public lighting units, one municipality reported facing challenges in paying the electricity bills required to maintain public lighting. The municipality suggested the use of alternative sources of power, such as solar energy, to address this challenge.

Sanitation

Sanitation services were not frequently cited as a community priority need. Municipal officials reported that communities were predominantly dissatisfied with the lack of access to a sewer system, leading to a reliance on desludging services to empty latrines. Most households reported relying on private rather than public desludging services, with a minority in both municipalities assessed reporting to be using municipal desludging trucks. This reliance on private services could be explained by the finding that municipal services in one assessed municipality

are provided at prices similar to pre-existing private ones[8], which reportedly also have a wider geographical coverage. These findings imply little incentive for communities to choose public desludging services over private ones. Generally, given that the lack of access to the sewer system remains the key challenge in improving sanitation services, it is unlikely that sanitation interventions, in the absence of a sewer system, will produce tangible improvements desired by the community. For future phases of the project, sanitation interventions should thus either be scaled up to reduce desludging costs for households and increase community access to public services; downsized to focus on providing desludging services to municipal buildings, thereby bolstering municipal financial capacity; or, if neither of these options are feasible, a reallocation of funds to interventions in other sectors should be considered.

Public leisure spaces

Leisure spaces were not frequently cited as a key community priority need in the municipalities assessed. Nevertheless, the one public leisure space intervention assessed during this first monitoring round was generally perceived to address a priority need. Additionally, the intervention acted as an income-generating scheme for the municipal authority, contributing to the sustainably implementation of the intervention. Community key informants reported that, although they were satisfied with the football pitch constructed in the assessed municipality, the construction of future leisure spaces should consider targeting a wider demographic, including women and children.

Cross-cutting recommendations

Based on the findings of the first monitoring round, as well as interviews with key project stakeholders and further discussions with the project steering committee, the following cross-cutting recommendations were identified:

- Clarify roles and responsibilities during the community consultations and planning processes through improved communication between the Ministry of Municipal Affairs (MoMA), CVDB and municipalities, in order to ensure stronger internal and external oversight over these processes. With this in mind, for future phases of the project, the Municipalities Support Team (MST) has been contracted to facilitate and support CVDB oversight, in coordination with MoMA experts, with the aim to provide additional support and capacity building for municipality processes.

- Ensure improved information management, documentation of and reporting on planning processes and project implementation to aid oversight, monitoring and efficient delivery. This may necessitate continued communication with municipalities to emphasise the importance and purpose of planning and documentation, as well as more direct capacity building to support municipalities in this regard.

- Although the overall capacity of municipalities has been assessed as part of project design, subsequent approvals of interventions should take into account, and potentially augment, existing financial and human resources and capacities of municipalities. Further, on-going support and guidance, as well as monitoring, throughout intervention implementation may be necessary to ensure planning continuously takes into account operational and maintenance costs, allowing for the sustainability of interventions. This support should take into account municipalities existing planning capacities, to ensure support is adapted to each municipalities specific needs.

- Consider practical steps to ensure coordination with other donor-funded programmes working in municipal governance, with the aim to avoid potential duplication and to holistically address gaps in municipal governance and service delivery.

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[8] According to findings from the household survey for the assessed municipality, private desludging services cost, on average, 49JOD, while public desludging costs 43JOD on average.

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Abbreviations and Acronyms

3RP	Regional Refugee and Resilience Plan
CBOs	Community-Based Organisations
CVDB	Cities and Villages Development Bank
DFID	UK Department for International Development
FCO	British Foreign and Commonwealth Office
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
HH	Household
JESSRP	Jordan Emergency Services and Social Resilience Project
JOD	Jordanian Dinars
JRP	Jordan Response Plan
KI	Key informant interview
LDU	Local Development Unit
MoMA	Ministry of Municipal Affairs
MST	Municipalities Support Team
NRP	National Resilience Plan
PMU	Project Management Unit
SWM	Solid waste management
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

Geographical classifications

Governorate – The highest administrative boundary below the national level.

- The governorate has an executive and advisory board.
- The governorate is headed by the governor.
- The governor is the highest executive authority in the governorate and the representative of the executive authority and leads all government employees in the governorate. The governor also has authority over all governorate departments except for judges.

Municipality – A civil financially independent institution that can decide its borders.

- The municipality plans prepares, and implement programs for sustainable development in consultation with local communities.

- The municipality manages all services, local facilities and projects which have been assigned to them on their own or through partnership with the private sector and/or civil society institutions.

- The municipal administration council consists of a chairman (Mayor) and members[9] and the council is directly elected by the community residents[10].

Village/neighbourhood – Municipalities are divided into villages/neighbourhoods.

- Each village or neighborhood can belong to a municipality and district, which can be different or the same.

[9] Except for Amman and private areas in Aqaba and Petra.
[10] Except for Amman which is 50% appointed.

INTRODUCTION: CONTEXT, OBJECTIVES AND METHODOLOGY

Context

Since the onset of the Syrian crisis in 2011, over four million Syrians have fled the country and are now registered as refugees[11]. The majority of them have sought refuge in neighbouring Jordan, Lebanon, Iraq and Turkey. In Jordan, a country of 6.49 million people, Syrians represent approximately 21.5% of the population. Out of an estimated 1.4 million Syrians in Jordan, 629,627 are registered refugees with UNHCR, while approximately 750,000 were living in Jordan prior to the crisis[12]. The vast majority of these refugees, approximately 83%, live in host communities, rather than in formal camps[13]. The intensified competition for scarce resources and increased demand for housing, livelihood opportunities and critical municipal services, such as solid waste management or sanitation, resulting from the arrival of large numbers of refugees, has placed a considerable burden on the service delivery capacity of the national and local governments[14]. Municipal services have been particularly stretched in the governorates which have received the highest proportion of Syrian refuges, namely Amman (28%), Irbid (22.7%), Mafraq (12.2%) and Zarqa (8%)[15]. Competition for these services, coupled with perceptions of poor municipal services and limited communication between municipal authorities and citizens, has had a negative effect on community resilience and social cohesion[16].

In response to the challenges faced by Jordan and other neighbouring countries, collaborative efforts between government bodies and humanitarian actors resulted in the development of national and regional response plans. At the national level, the Host Community Support Platform (HCSP) was created in 2013, which in turn informed the creation of the National Resilience Plan (NRP). Identifying the sectors, locations and communities most affected by the refugee crisis in Jordan, the NRP serves as a policy tool which outlines the high priority investments necessary to support relief, rehabilitation and development projects in Jordan's host communities. The priority sectors identified in this regard are education, food security and livelihoods, health, housing, municipal support, social protection, water, sanitation and hygiene (WASH) and energy, with social cohesion recognised as a cross-cutting issue relevant to multiple sectors. The overall purpose of the NRP is to promote a more sustainable response that addresses short-term needs, while mitigating the erosion of institutional and systemic capacities and building the resilience of households, communities and institutions to respond effectively to similar crises in the future. This same principle has been adopted for the Jordan Response Plan (JRP), a two year framework which connects the response to the refugee crisis with long-term national development plans addressing the needs of both refugees and vulnerable host communities. The JRP emphasizes that municipal services have been severely stretched by the increase in population in host communities since the onset of the Syrian crisis, suggesting that greater pressure on public services and livelihoods is threatening social cohesion, particularly in northern governorates[17]. At the regional level, the Regional Refugee and Resilience Response Plan (3RP) was developed to harmonise national humanitarian and resilience response plans adopted in host countries, incorporating them into a single coordinated regional framework[18].

Objectives

The Jordan Emergency Services and Social Resilience Project (JESSRP) aims to mitigate some of the challenges identified by humanitarian actors and government bodies in the various national and regional response plans, specifically those related to service delivery and community resilience at the municipal level. Specifically, the project development objective was to help Jordanian municipalities and host communities address the immediate service delivery impacts stemming from the arrival of Syrian refugees and strengthen municipal capacity to support

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[11] UNHCR, Syrian Regional Refugee Response Portal, [last accessed 19 October 2015]
[12] Ibid.; JRP 2016-2018, p. 14
[13] JRP 2016-2018, p. 8
[14] UNDP, Mitigating the Impact of the Syrian Refugee Crisis on Jordanian Vulnerable Host Communities; JRP 2015, p. 16-17
[15] JRP 2016-2018, p. 15
[16] Ibid., p. 8; REACH, Understanding Social Cohesion and Resilience in Jordanian Host Communities, Assessment Report, April 2014; REACH, Social Cohesion in Host Communities in Northern Jordan, Assessment Report, May 2015.
[17] Regional Refugee and Resilience Response Plan 2015-2016 in Response to the Syria Crisis (3RP), Regional Strategic Overview, 02 April 2015, p.151
[18] Ibid. p. 8

local development and community resilience. This objective is pursued through two project components: a municipal grants component and an institutional development and project management component. The grants allow municipalities to finance additional public services and programmes necessary to meet increased demand stemming from the arrival of Syrian refugees in their community. Specifically, the grants provide tangible support to municipal services through interventions in the sectors of solid waste management (SWM), public roads, public lighting, sanitation and public leisure spaces. Through the institutional development and project management component the project will provide technical assistance to municipalities allowing them to efficiently and effectively use awarded grants, as well as to engage with communities, identifying and prioritising their needs and plan future investments in accordance. As such, this second component seeks to reinforce social infrastructure by specifically improving communication between municipalities and citizens through, *inter alia*, town-hall meetings, participatory and institutionalised planning processes and strengthened accountability mechanisms. The rationale of the project suggests that improvements in these areas will demonstrate municipalities' ability to respond to the needs of the community, thereby increasing confidence in the capacity and functioning of local government institutions. Increased confidence in these institutions, coupled with more effective service delivery, is anticipated to reduce tensions and strengthen social cohesion and resilience (see Figure 1).

Figure 1: Project rationale

Initially, nine municipalities in northern Jordan were selected as recipients of interventions under the project, based on the ratio of Syrian refugees relative to the host population. As a result of changes to this ratio, municipalities might be excluded as recipients at different stages of the project, while additional ones could qualify. At the time of data collection for this monitoring round, one municipality (Al Sho'aleh) was no longer project intervention recipient on these grounds, while eight additional municipalities were added to the list of recipients of interventions. The additional municipalities were not included in this round of monitoring as interventions were yet to take place. However, they may be included in future monitoring rounds[19].

To support the project, REACH is implementing a monitoring and evaluation framework, consisting of a baseline assessment, several rounds of monitoring and an endline assessment. The overall objective of the evaluation is to compare the level of change observed between the baseline data collection carried out in August and September 2014 and the endline, which is scheduled for late 2016-early 2017. The monitoring rounds conducted between the baseline and endline enable the tracking of on-going progress and challenges, providing good practices and lessons learned to inform improvements and revisions throughout the implementation of the project.

The purpose of the baseline assessment, conducted in August and September 2014, was to measure key indicators related to municipal services, namely SWM, sanitation, public roads, public lighting, public leisure spaces, water and community outreach, in 16 municipalities in the northern governorates of Irbid, Al-Mafraq and Al-Zarqa[20]. In order to assess the level of access, frequency of usage, prominent coping strategies adopted and levels of satisfaction with municipal services, REACH carried out a household survey among a total of 6,166 respondents, surveying 385 households per municipality in August and September 2014. The set of assessed municipalities consisted of nine 'treatment' municipalities, i.e. municipalities which had been selected as recipients of municipal service interventions under the project, (Al Ramtha Al Jadeedah, Al Serhan, Al Sho'aleh, Al Za'atari and Al Mansheah, Bala'ama Al Jadeedah, Gharb Irbid, Irbid Al Kubra, Mafraq Al Kubra and Sahel Horan) and seven 'control' municipalities, which had not been selected for interventions (Al Kfarat, Al Mazar Al Jadeedah, Al

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[19] The eight municipalities newly included as recipients of support through the project in 2015 are Hosha Al Jadeedah, Sahab, Naour, Ma'an, Al Dleil, Al Me'rad, Ajloun Al Kubra and Al Zarqa.
[20] REACH, JESSRP Baseline Study, May 2015; see also REACH, Social Cohesion in Host Communities in Northern Jordan, May 2015.

Yarmook Al Jadeedah, Al Zarqa, Hosha Al Jadeedah, Rhab Al Jadeedah, Sabha and Dafianeh). The baseline report was published in May 2015, the findings of which demonstrated that key municipal services are over-stretched and/or that both the host and refugee population often lack access to these services. As such, this supports the NRP's emphasis on the fact that the arrival of Syrian refugees has led to further strain on already over-burdened municipal services. The baseline report found this to be particularly true for the provision of services related to water, solid waste management, sanitation, public leisure spaces and community outreach. This lack of or limited access to services has led to high levels of dissatisfaction with municipal services within communities, thus confirming the relevance of interventions which support municipal service delivery.

Monitoring assessments are carried out throughout the implementation of the project in order to track progress and improvements, as well as potential challenges. This monitoring exercise takes two forms: process level monitoring on the one hand; and outcome level monitoring on the other.

- **Process level monitoring** concerns the examination of change at the institution level, in terms of community outreach, participatory planning, and harmonised procedures and processes. This will provide project stakeholders with information on the developments in the ability of a municipality to engage with its constituencies in a more participatory, effective and transparent way. Specifically, process level monitoring examines three indicators of successful interventions. First, the relevance of interventions, i.e. the extent to which the selected projects meet community priority needs. Second, the accountability of the process by which interventions were selected and subsequently implemented, including the extent to which communities participated in the planning process, the accessibility and transparency of complaint mechanisms. Third, the efficiency of the implemented projects, namely the extent to which machinery has been successfully procured and is efficiently used, as well as the financial sustainability of projects.
- **Outcome level monitoring** concerns the monitoring of procurement processes and implementation of interventions, access to services and perceived improvements in services, with the aim to begin identifying trends and trajectories, and to identify best practices and lessons learned to facilitate successful and effective interventions in the later phases of the project. In sum, outcome level monitoring examines the effectiveness of the interventions, the quality of service delivery and perceptions of improvement amongst the community.

At the time of the first monitoring round, the project is still in the early stages of implementation, with several interventions reportedly implemented for two to three months only. It is therefore premature to assess impact in this first round of monitoring. Nevertheless, the present assessment included various indicators which will allow for tracking of trends over time. The next two monitoring rounds and the endline assessment will monitor preliminary and final impact.

Figure 2: Social structure pyramid
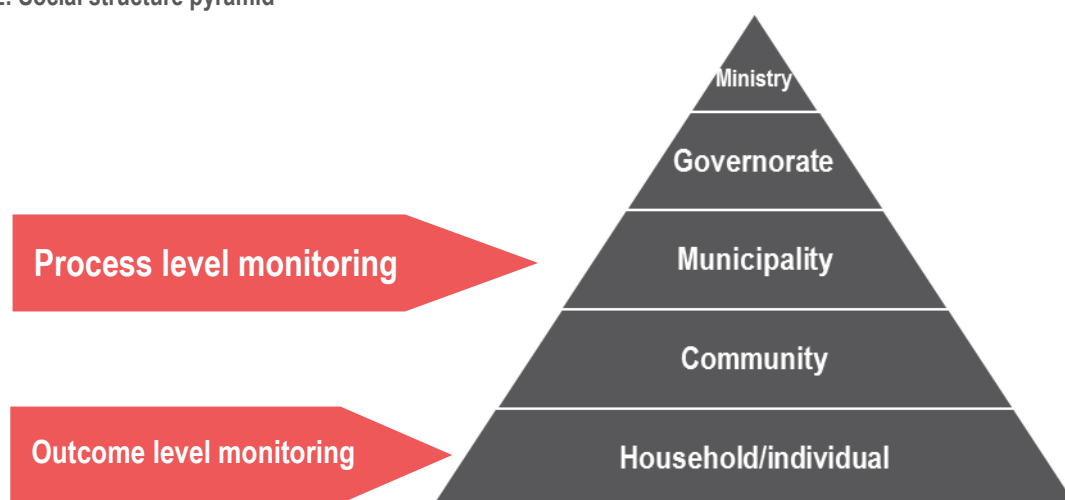
Methodology

For each municipality, two interventions were selected for monitoring (related either to solid waste management (SWM), sanitation, public roads, public lighting or public leisure spaces, depending on the municipality). While process level monitoring is possible in the absence of operationalized machinery and materials, an assessment of outcomes and community perceptions when the interventions have not been observed is limited. Thus, it was decided that the two interventions to be monitored had to be interventions which had been partially or fully implemented at the time of data collection for the first monitoring round in August 2015. Although documentation was available to outline progress with procurement of materials and machinery for interventions to date, it was not always possible to obtain reliable information about which interventions had actually taken place, i.e. whether these materials and machinery were operational and in use. To facilitate the selection of interventions to be assessed, a preliminary secondary data collection round took place prior to the first round of monitoring. All nine municipalities initially selected as recipients of JESSRP funding were visited between 24 and 29 June 2015 to conduct key informant interviews to establish a list of implemented interventions. Combining this data with findings from the baseline assessment[21], which explored both satisfaction with municipal services and issues causing tensions within communities, REACH developed a matrix cross-referencing implemented interventions with priority areas for communities. The compiled matrix included the top three issues identified as causing tensions; the top three areas of municipal dissatisfaction; procurement documentation from municipalities for planned interventions; and, finally, a more general project status overview based on key informant interviews and field visits to assess planned vs. actual interventions (see Table 1 for a condensed version of the matrix). This matrix then formed the basis of discussions with project partners and the subsequent decision on the two interventions to be monitored in each municipality.

While the two interventions selected for monitoring in each municipality are interventions that have been either partially or fully implemented by June 2015, those interventions did not always correspond to the sectors either causing tensions or community dissatisfaction, as identified by households in the baseline. If all interventions to be monitored were both implemented and corresponded to sectors causing tensions or dissatisfaction, the monitoring would have focused almost exclusively on SWM and public roads. Thus, where interventions other than these were found to be implemented by June 2015, it was decided to include those even if they had not been identified as sectors causing tensions or dissatisfaction[22]. Al Sho'aleh was included in the monitoring round despite being removed from the list of treatment municipalities by the time of data collection, as it was deemed a source of lessons learned and good practice which could benefit other municipalities. Further, although public leisure spaces was not identified as a priority area in this municipality, this intervention was selected due to the underrepresentation of leisure spaces as interventions and the potential lessons learned for future implementation.

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[21] REACH, JESSRP Baseline Study, May 2015; see also REACH, Social Cohesion in Host Communities in Northern Jordan, May 2015.
[22] This was the case for public lighting in Gharb Irbid, public lighting in Bala'ama Al Jadeedah, sanitation and public roads for Al Serhan, public roads for Al Za'atari and Al Mansheah and public leisure spaces for Al Sho'aleh.

Table 1: Matrix forming the basis for deciding which interventions to monitor

MUNICIPALITIES	ISSUES CAUSING TENSION *(baseline data)*	SECTORS CAUSING DISSATISFACTION *(baseline data)*	INTERVENTIONS BEING IMPLEMENTED UP UNTIL JUNE 2015 *(PMU documentation, key informants and field visits)*	ASSESSED SECTORS
Gharb Irbid	1) Waste Accumulation 2) Housing Prices 3) Job Competition	1) SWM 2) Road Maintenance 3) Public Leisure Spaces	**SWM** (compactors, small tipper trucks, tipper tank, raw materials to manufacture containers), **public roads** (painting sidewalks, water drainage), **public lighting** (lighting units), **public leisure spaces** (cemetery building maintenance), pick-ups, loader	SWM
				Public lighting
Sahel Horan	1) Rising Housing Prices 2) Job Competition 3) Waste Accumulation	1) Municipal Desludging (Sanitation) 2) Road maintenance 3) Public Leisure Spaces	**SWM** (compactors), **public roads** (road and sidewalk construction and maintenance, hot mix, water drainage), **sanitation** (water tanks), **public leisure spaces** (construction and maintenance of cemetery walls), mini bus	Public roads
				Sanitation
Al Ramtha Al Jadeedah	1) Water Shortages 2) Waste Accumulation 3) Housing Prices	1) SWM 2) Road Maintenance 3) Public Leisure Spaces	**SWM** (compactors), **public roads** (hot mix, road construction, gabion walls)	SWM
				Public roads
Bala'ama Al Jadeedah	1) Water shortages 2) Waste accumulation 3) Housing prices	1) SWM 2) Public water network services 3) Public leisure spaces	**SWM** (compactors, containers), **public roads** (construction loader), **public lighting** (lighting units), **public leisure spaces** (knowledge stations), pick-ups, feasibility studies	SWM
				Public lighting
Mafraq Al Kubra	1) Housing prices 2) Water shortages 3) Job competition	1) SWM 2) Sanitation 3) Public leisure spaces	**SWM** (compactors, tipper trucks, containers), **public roads** (skid loader, road construction), **sanitation** (spray tractors), pick-ups	SWM
				Public roads
Al Serhan	1) Housing Prices 2) Waste accumulation 3) Job competition	1) SWM 2) Public leisure spaces 3) Public water network services	**SWM** (compactors), **public roads** (road and sidewalk construction, hot mix, box culvert, salaries for day labourers), **sanitation** (septic tanks, water tank)	Public roads
				Sanitation
Al Za'atari and Al Mansheah	1) Housing Prices 2) Water shortages 3) Job competition	1) Public water network services 2) Public lighting 3) SWM	**SWM** (compactor), **public roads** (road and sidewalk construction), loader, pick-ups, pressure compressor	SWM
				Public roads
Irbid Al Kubra	1) Water shortages 2) Waste accumulation 3) Housing Prices	1) Public water network services 2) SWM 3) Road maintenance	**SWM** (compactors, tipper trucks, raw materials to manufacture containers), **public roads** (road construction, hot mix, ceramics, reflectors, road paints), **public lighting** (lighting units), **sanitation** (water tanks, insecticides), mini buses	SWM
				Public roads
Al Sho'aleh	1) Water shortages 2) Housing prices 3) Job competition	1) Public water network services 2) Sanitation 3) Public lighting	**SWM** (compactor, containers), **public roads** (road and sidewalks construction), **public lighting** (lighting units), **sanitation** (water tanks), **public leisure spaces** (playing area, cemetery walls), pickups	Public lighting
				Public leisure spaces

After deciding which sectors were to be assessed in each municipalities, four separate data collection tools were developed to provide complimentary qualitative and quantitative information, triangulated across (i) a generalizable household (HH) survey, (ii) municipality key informant interviews (KIs), (iii) community KIs, and (iv) interviews with key project stakeholders (UNDP, World Bank, Cities and Villages Development Bank (CVDB), Project Management Unit (PMU)) (see Figure 3).

Figure 3: Methodology of first monitoring round
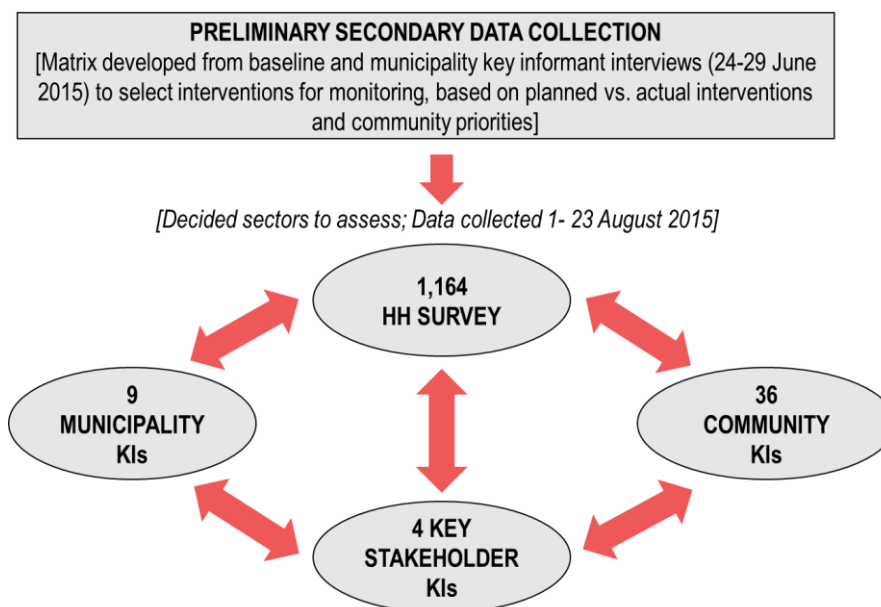
Household survey

The questionnaire was designed to capture household perceptions of access to and satisfaction with the two municipal services selected for assessment, as well as knowledge of municipal services and complaints mechanisms. To enable comparability with the baseline, indicators were selected to allow for comparisons over time. For each municipal service assessed the following indicators were examined:

- ✓ Priority sectors for municipal intervention
- ✓ Level of engagement between residents and municipality
- ✓ Level of access to and use of municipal services
- ✓ Frequency of usage and distance from household to key municipal services
- ✓ Satisfaction levels with municipal services and perceptions of improvement in municipal services.

Further, to capture the perceptions of communities on project interventions, for each sector assessed in each municipality, respondents were asked if they were aware of these interventions. Subsequently, enumerators outlined the interventions occurring in their municipality and households were asked whether they then, knowing the intervention, were satisfied with it in terms of addressing a priority need. These same indicators will be used in subsequent monitoring exercises and the endline study to track changes over time and to provide a final evaluation of the impact of interventions under the project.

Following the sampling methodology for the baseline assessment, random samples for the household monitoring survey were drawn using randomised GPS points generated on maps of the selected municipalities, with probability weighted based on population density. Field teams then located the GPS points on the ground and conducted interviews within a 120 metre radius of these coordinates. The sample subsequently drawn and interviewed provides a reflection of the pre-existing proportions of different demographics within the population, to a 92% confidence level and an 8% margin of error (see Table 2). All samples were randomised at the municipal level, with the exception of the sample for the public leisure space intervention in Al Sho'aleh, where, in addition to a municipality wide sample, a random sample was drawn from the catchment area of the assessed public leisure space intervention to ensure sufficient interviews were held with the intended community beneficiaries. In total,

1,164 household interviews were conducted, including with 514 women and 650 men, amongst which 1,028 were Jordanian and 126 were Syrian (see Table 2). Given that the sample was stratified by municipality, all findings reported across municipalities in this report were first weighted according to municipality population size.

Table 2: Demographic breakdown of the household survey

	# Male	% Male*	# Female	% Female*	TOTAL	% TOTAL*
Jordanian	575	60%	453	40%	1,028	91%
Syrian	66	54%	60	46%	126	7%
Other	9	94%	1	6%	10	2%
TOTAL	650	60%	514	40%	1,164	100%

* Percentages were weighted by municipality population size

Key informant interviews

To triangulate this information and provide further detail, key informant interviews were conducted with municipality officials, community members, and the stakeholders of interventions (UNDP, World Bank, CVDB, and PMU).

Municipality key informant interviews (KIs): The interviews focused on internal planning, implementation and finance processes. In many municipalities, separate interviews were conducted with LDU and the Finance unit.

Community key informant interviews (KIs): Community key informants were selected from lists provided by municipality officials and, to balance any potential bias, among community leaders recommended by household survey respondents. Questions focused on quality of community consultations and perceptions of municipal service delivery.

Stakeholder key informant interviews (KIs): Interviews were designed to triangulate information gathered from municipalities, communities and households. Questions focused on the perceptions of roles and responsibilities of actors involved in the project, challenges in implementation and perceptions of success.

Challenges and limitations

This monitoring round focuses on the processes and immediate outcomes of the project, examining relevance, accountability, efficiency and sustainability and effectiveness. However, given that the project is in the early stages of implementation and several interventions have only been implemented two to three months prior to data collection, it is premature to evaluate impact at this stage. Impact will be monitored in the next monitoring round, and evaluated in the final endline for the project.

The monitoring tool was designed to assess project processes and the immediate outcomes of interventions during implementation. Therefore, although the tool was designed to enable comparisons of findings over time, certain indicators are specifically relevant to this round of monitoring and are not comparable to baseline findings, as the baseline study also assessed non-municipal services. The overall objective of the baseline and endline is to compare trends across time, whereas, this monitoring round provides a time-specific overview of the status of project interventions, with the aim to inform and improve upon the project as implementation is ongoing.

Furthermore, it should be noted that a majority of findings are based on self-reporting. REACH aimed to mitigate the challenges related to this through triangulation of information between different sources of data, namely information acquired through the household survey, community and municipality key informant interviews, as well as interviews with key project and intervention stakeholders. However, a lack of documentation at the different levels of the planning process has meant that it was difficult to verify certain information, and in some cases to even access it.

Finally, there is no public source of up-to-date information on municipality boundaries, therefore to identify the precise location and confirm the boundaries previously identified by REACH in the baseline and ensure an accurate sampling framework, it was necessary to call municipality key informants and manually confirm the boundaries. To speed up this process for future phases of monitoring it would be beneficial to have access to up to date data

delineating municipality boundaries. Moreover, as with the baseline study, randomised GPS points, on occasion, proved logistically challenging to reach. In particular military areas or GPS points too close to the border proved inaccessible by field teams. Having faced this challenge in the baseline, a sample "buffer" had been prepared, which was then used by field teams to replace these points with new points which could be accessed and interviewed. In this way, when GPS points were impossible to be reached, field teams faced minimal delays and the sample remained "random" and evenly distributed geographically.

FINDINGS

The following sections present the findings of the first monitoring round conducted in August 2015. As explained in the introduction, the monitoring on the one hand took the form of process level monitoring, assessing the relevance of interventions, the accountability of processes by which interventions were selected and are being implemented and the efficiency of implemented projects. On the other hand, outcome level monitoring examined the effectiveness of interventions. The findings are thus structure along these lines, with each section providing an in-depth analysis of data collected through and triangulated across the four tools, namely the household survey, community and municipality key informant interviews, as well as interviews with key project stakeholders. A more detailed overview of the monitoring findings for intervention relevance, accountability, efficiency and effectiveness for each individual municipality can be found in the municipality profiles in the annex to this report.

RELEVANCE OF INTERVENTIONS

The following section examines the extent to which the interventions selected under the project are relevant in terms of meeting self-reported community and municipality needs. Overall, interventions appear to match the self-reported household priority needs. However, there appears to be a certain mismatch between municipal priorities and those of the community. Table 3 outlines the top three priority needs reported by both municipality officials and interviewed households for each assessed municipality, and how these compare to the interventions being implemented[23].

The self-reported priority needs of household survey participants are similar to those found in the baseline assessment conducted in August 2014. Yet, it is not possible to directly compare as this monitoring round only includes municipal services, whereas the baseline also included non-municipal services such as education, health, shelter, livelihoods, and water, sanitation and hygiene (WASH)[24]. In all municipalities the majority of households reported that solid waste management (SWM) was their top priority need, followed by public roads as the second top priority need and public lighting as their third priority need. In all municipalities interventions provided support to municipal SWM services and the building and rehabilitation of public roads, the two top priority needs as reported by households. However, public lighting interventions were less wide-spread. Despite households most frequently reporting this sector as their third priority need, no public lighting interventions were implemented in Mafraq Al Kubra, Al Ramtha Al Jadeedah, Al Za'atari and Al Mansheah, Al Serhan and Sahel Horan.

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[23] For a more detailed overview of relevance related monitoring findings for each individual municipality, please see the municipality profiles in the annex.
[24] REACH, JESSRP Baseline Study, May 2015; see also REACH, Social Cohesion in Host Communities in Northern Jordan, May 2015.

Table 3: Matrix of priority needs and interventions

MUNICIPALITY	SELF-REPORTED NEEDS	1st priority	2nd priority	3rd priority	INTERVENTIONS
Irbid Al Kubra	**Household priority needs**	SWM (76%)	Public roads (36%)	Public lighting (20%)	SWM, public roads, public lighting, sanitation
	Municipality priority needs	*Public roads*	*SWM*	*Public transportation*	
Al Ramtha Al Jadeedah	**Household priority needs**	SWM (65%)	Public roads (25%)	Public lighting (19%)	SWM, public roads
	Municipality priority needs	*Public roads*	*SWM*	*Public lighting*	
Mafraq Al Kubra	**Household priority needs**	SWM (66%)	Public roads (25%)	Public lighting (26%)	SWM, public roads, sanitation
	Municipality priority needs	*SWM*	*Sanitation*	*Public leisure spaces*	
Gharb Irbid	**Household priority needs**	SWM (54%)	Public roads (37%)	Public lighting (26%)	SWM, public roads, public lighting, public leisure spaces
	Municipality priority needs	*Public roads*	*SWM*	*-*	
Al Serhan	**Household priority needs**	SWM (50%)	Public roads (29%)	Public lighting (19%)	SWM, public roads, sanitation
	Municipality priority needs	*Public roads*	*Sanitation*	*SWM*	
Al Za'atari and Al Mansheah	**Household priority needs**	SWM (50%)	Public roads (29%)	Public lighting (23%)	SWM, public roads, sanitation, public leisure spaces
	Municipality priority needs	*Public roads*	*Sanitation*	*SWM*	
Bala'ama Al Jadeedah	**Household priority needs**	SWM (50%)	Public roads (25%)	Public lighting (15%)	SWM, public roads, public lighting, sanitation, public leisure spaces
	Municipality priority needs	*Sanitation*	*Public leisure spaces*	*Public roads*	
Sahel Horan	**Household priority needs**	SWM (50%)	Public roads (33%)	Public roads (23%)	SWM, public roads, sanitation, public leisure spaces
	Municipality priority needs	*Sanitation*	*Public roads*	*SWM*	
Al Sho'aleh	**Household priority needs**	SWM (47%)	Public roads (29%)	Public lighting (19%)	SWM, public roads, public lighting, sanitation, public leisure spaces
	Municipality priority needs	*Public roads*	*Public leisure spaces*	*Sanitation*	

The absence of public lighting interventions in the aforementioned municipalities may be due to an observed divergence between the priority needs reported by households and those reported by municipality officials. Municipal officials more frequently cited sanitation and public leisure spaces as a top priority need, compared to a minority of households in the survey. More than 10% of households cited sanitation as the first priority need in only three municipalities, Sahel Horan, Al Serhan and Gharb Irbid. An even smaller proportion of assessed households cited public leisure spaces as a priority need: just 10% cited public leisure spaces as their third priority need in Al Ramtha Al Jadeedah, Al Serhan, Al Sho'aleh, and Bala'ama Al Jadeedah. Meanwhile, interviewed municipal officials cited sanitation and public leisure spaces more frequently as a top priority need. It is possible that these sectors were more frequently chosen as interventions as a result of municipal level decisions.

There are likely to be several reasons for the discrepancy between municipal and community level perceptions of priority needs. Firstly, municipal officials may have a broader understanding of municipal capacities and gaps therein, while households perceive their own and the communities' needs in the specific area and neighbourhood in which they live. Secondly, the nature and scale of the project potentially incentivises municipalities to assess and present needs in terms of larger, infrastructural needs, such as public roads and sanitation. As the project is seen to provide support at this level, municipalities are potentially inclined to perceive needs in that way and to solicit support in those sectors. The fact that public roads was cited as the first priority need by municipal officials in all municipalities but Mafraq Al Kubra, Bala'ama Al Jadeedah and Sahel Horan illustrates this assumption. Thirdly, municipalities frequently reported priority needs in sectors requiring large, infrastructural investments. This could be linked to a perception that changes in these sectors are more visible and potentially more tangible for constituencies. Consequently, there might be a tendency to cite these sectors as priority needs more frequently. Overall, while sanitation and public leisure spaces may not be the most frequently cited priority needs for households, implemented interventions appear to reflect a cross-section of needs as reported by interviewed municipality officials and the communities.

Figure 4: Proportion of households agreeing that the municipality responds to their priority needs
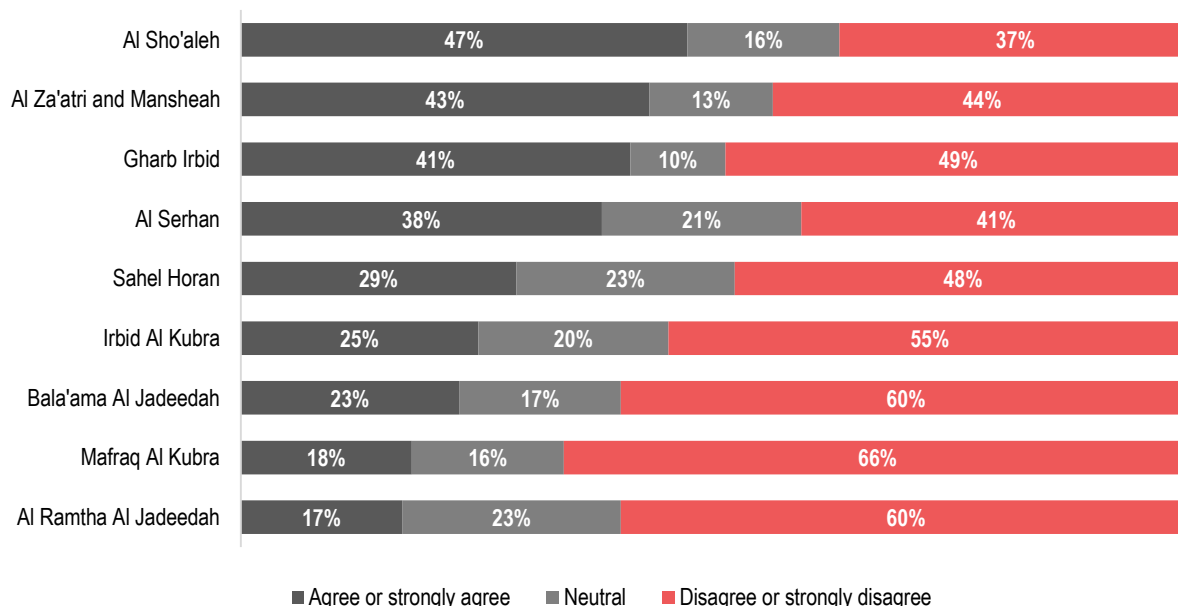
To gain a better understanding of community perceptions of the responsiveness of municipal authorities in general, participants were asked about the extent to which they agreed that the municipality responded to their priority needs (see Figure 4). Overall, 56% of assessed households perceived that municipalities were not responsive to their needs despite the fact that interventions appear to reflect a cross-section of needs. This suggests either the existence of further community needs (potentially beyond the scope of project interventions), which are not being addressed by municipalities; or that the current levels of service delivery are still perceived as insufficient to meet demand. This finding implies the need for improved communication between local governments and residents, in

order to reach a shared understanding of needs and priorities. When comparing municipalities there is a large diversity of perceptions of municipalities' broader responsiveness, ranging from 47% of households agreeing or strongly agreeing the municipality is responding to priority needs in Al Sho'aleh, to only 17% of households in Al Ramtha Al Jadeedah. This variance can, in part, be attributed to the diverse nature of the municipalities themselves. The assessed municipalities differ in many ways, including in terms of population and territorial size, demographic composition, geographical distribution of population, capacities for tax collection, general financial capacity and resource base, as well as a range of other factors. These influence municipalities' abilities to engage with and consult communities, and to effectively deliver services meeting community needs. For example, larger municipalities in terms of population and territory are likely to face greater challenges in engaging with and consulting the broader community, and to effectively and evenly deliver services to the community. This is then likely to be reflected in negative perceptions of municipal responsiveness to needs.

This assumption can be illustrated by the fact that a majority of households in the three most populated municipalities disagreed or strongly disagreed that the municipality responds to priority needs: 66% in Mafraq Al Kubra, 55% in Irbid Al Kubra and 60% in Al Ramtha Al Jadeedah[25]. However, it is important to highlight that municipalities' capabilities to engage with its population and effectively provide services that respond to their needs are influenced by a range of interplaying factors, rather than by one single factor. The fact that 60% of households in Bala'ama Al Jadeedah, a municipality with a relatively small population of approximately 32,000[26], disagree or strongly disagree that the municipality responds to their priority needs suggests that there are other factors affecting the communication between the municipality and residents and service delivery. The municipality key informant in Bala'ama Al Jadeedah suggested that there was a lack of human resources to effectively engage with the community. This underlines the need for a nuanced analysis taking into account each municipality's specific context.

Demographic composition of municipalities could be another factor influencing municipalities' engagement with communities and subsequently communities' perceptions of municipal responsiveness to priority needs. For example, 43% of assessed households in Al Za'atari and Al Mansheah agree or strongly agree that the municipality responds to the priority needs of the community. This could be explained by the relatively homogenous social groupings in each of the two towns in Al Za'atari and Al Mansheah, which is likely to translate into closer relationships and more effective communication between municipality officials and local communities. A similar point could be made for Al Serhan, the population of which consists of one tribe, and in which the lowest percentage of assessed households disagreed or strongly disagreed that the municipality responded to their priority needs (41%). A heterogeneous demographic composition could then lead to challenges in evenly engaging the community, soliciting its views and delivering services that address priority needs of a diverse population, which could thus contribute to an explanation for negative perceptions of municipal responsiveness to needs. For instance, Al Ramtha Al Jadeedah has a diverse tribal composition and the lowest percentage of people agreeing or strongly agreeing that the municipality responds to their needs. Another example could be Irbid Al Kubra, with a heterogeneous population of Jordanian, Palestinian, Syrian, rural and urban residents, and 55% of respondents disagreeing or strongly disagreeing the municipality responds to their priority needs. Yet, the need for a more nuanced consideration of municipalities' perceived responsiveness is once again highlighted when looking at Bala'ama Al Jadeedah. The municipality is relatively homogenous in that its population belongs to one single tribe, yet it has one of the highest proportions of respondents disagreeing that the municipality responds to priority needs.

These are just a few examples of factors influencing municipalities' internal dynamics and ability to engage with communities and deliver services effectively, which subsequently influence households' perceptions of municipal responsiveness to priority needs. Other factors, such as overall funding or external support, including through interventions by other international actors and programmes, or other contextual challenges or advantages might also influence these perceptions and would require further in-depth analysis. Given the complex interplay of this

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[25] See Table 4 for population figures.
[26] UNHCR RAIS database, 2014; Jordan Department of Statistics, 2014

wide range of factors, it is crucial that perceptions are analysed in relation to each municipality's individual capacities and specific context.

Figure 5: Reasons why households believe that municipalities are not responding to priority needs
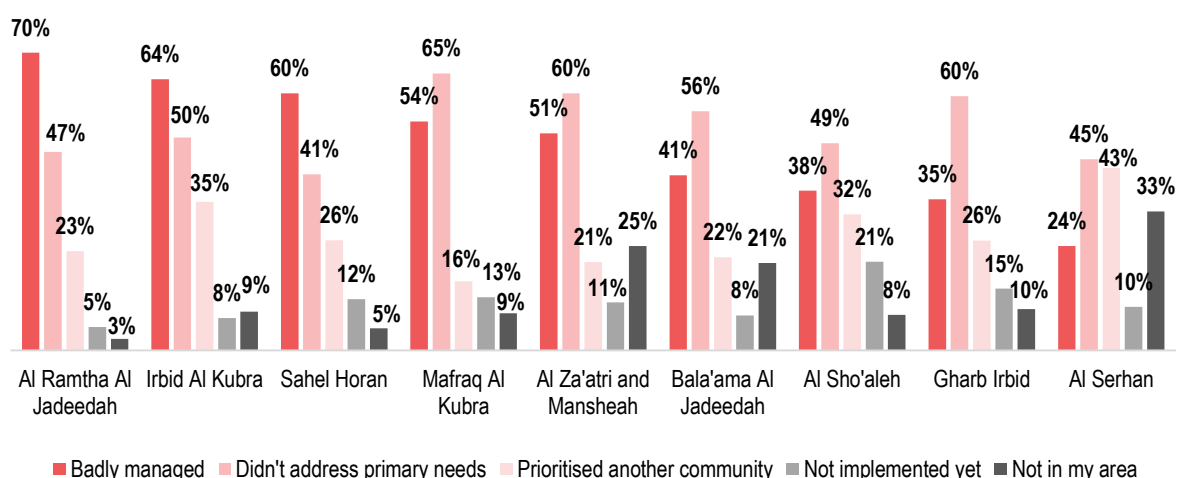
Overall, 60% of households in the municipalities assessed, who did not feel that the municipality is responding to their priority needs, cited bad management of municipalities as a key reason. However, when broken down by municipality, only in Al Ramtha Al Jadeedah, Irbid Al Kubra and Sahel Horan was bad management the most frequently cited reason (see Figure 5). Instead, in most municipalities, the most frequently cited reason was that municipal authorities did not provide the services which addressed primary needs. As an example, municipalities provide garbage collection, whereas the household considers livelihoods, which falls outside of the remit of municipal services, a primary need. An overall frequent perception of bad municipal management could be traced back to the sudden increase in demand for municipal services connected to the arrival of large numbers of refugees, which was experienced by all municipalities, albeit to varying degrees. As such, the community potentially perceives municipalities' struggle to meet these increased demands as bad management. While it is beyond the objective and scope of this monitoring exercise to fully determine how the individual municipal characteristics and contexts interplay with perceptions of service delivery and municipal responsiveness, it is likely that population size, demographic composition and geographical distribution of the population, among other factors, affect community perceptions.

The following sections will unpack the different perceptions of communities further, examining how municipalities conducted community consultations and the extent to which they have the capacity and means to operationalize new machinery procured through the project, construct new infrastructure and improve service delivery in the community.

OVERVIEW: Relevance of interventions

On the whole, interventions appear to meet the priority needs of the community, as reported by households and municipality officials. However, there seems to be a discrepancy between municipal authorities' understanding of community priority needs, and those reported by households in the survey. This suggests a need to improve communication between municipality officials and the citizens they serve, including through continued and effective participatory consultation processes, in order to reach a common understanding of community needs and priorities and to ensure municipalities respond to these. Furthermore, intensified municipal efforts to raise awareness among residents about the project and about specific interventions being implemented could contribute to an improvement of community perceptions of municipal responsiveness to community needs. Finally, there is a large variation between municipalities in the levels of satisfaction with municipal responsiveness to community needs, most frequently attributed to perceptions of bad management or because the municipality is not delivering services which meet primary needs. The following section examines in more detail the extent to which municipalities are consulting

communities when deciding which interventions to implement and the extent to which planning is a formalised and transparent process.

ACCOUNTABILITY OF PROCESS

The findings of this section are predominantly based on municipality, community and stakeholder key informant interviews. Questions asked focused on the interventions implemented in 2014 and up until June 2015, examining community consultations and planning processes for the first phase of the project. Figure 6 outlines the intervention planning process. According to the project's objectives all interventions should be selected in consultation with local communities, before the Local Development Units (LDU) plan the interventions and submit the resulting plans to the municipal council for approval. Once approved by the municipal council, these plans are submitted to the Cities and Villages Development Bank (CVDB), which relays them to the Ministry of Municipal Affairs (MoMA) for final financial and technical approval. If approved, these interventions are then funded through the JESSRP allocations for each municipality. For the first phase of the project the CVDB was expected to support municipalities in all

Figure 6: Intervention planning process

stages of the consultation, planning and design process. In the second phase of the project, for planning of 2016 interventions, UNDP provided support for community consultations, which informed the selection and design of these interventions. As the focus of this first monitoring round is on the first phase of the project, the support UNDP provided for community consultations and planning is not intended to be assessed through this data collection round. Instead, the report focuses on community consultations and plans designed and implemented by municipalities with the support of the CVDB. It should, however, be noted that municipal key informants may have referred to UNDP consultations on occasion, as representatives of municipalities were not always clear on the relevant stakeholder they had engaged with. This is likely due to the fact that municipalities are regularly and simultaneously engaging with a number of external actors beyond the JESSRP, leading to a lack of clarity when recalling specific meetings and discussions. Similarly, while household survey respondents were asked to refer to community consultations, it is not possible to isolate whether they specifically referred to consultations intended to inform the project rather than consultations linked to other interventions by external parties. Nevertheless, the documentation provided by municipalities and the majority of discussions held with project stakeholders and key informants were explicitly related to the community consultations and planning supported by the CVDB, for the first phase of design, selection and implementation of interventions, suggesting that the majority of the information is relevant to the intended timeframe of this monitoring round. The subsequent sections look at each step of the process separately and summarise key findings from community and municipality key informant interviews, as well as from the household survey, where relevant[27].
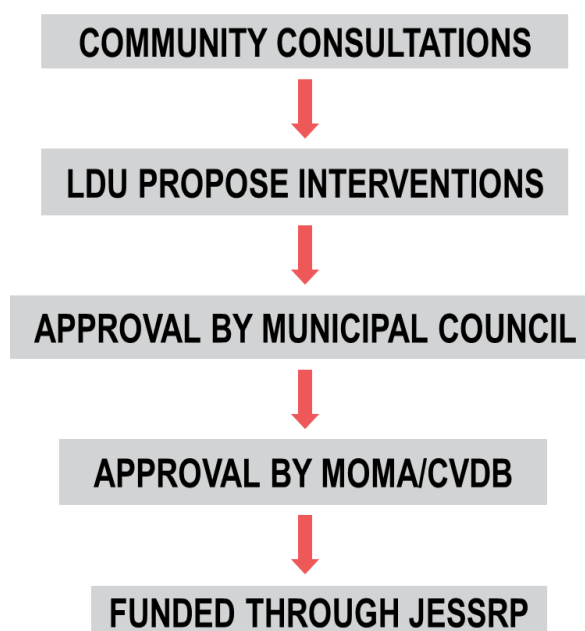
STEP 1: Community consultations

All municipal authorities reported that they had held community consultations, except Al Za'atari and Al Mansheah, which reported they had informed the community of project interventions. Table 4 presents an overview of the number of conducted consultations for the first phase of the project, as reported by municipality officials, and the

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[27] For a more detailed overview of accountability related monitoring findings for each individual municipality, please see the municipality profiles in the annex.

percentage of interviewed households reporting to have been consulted[28]. Overall, in the majority of municipalities, 2-5% of households reported having participated in community level consultations. Given that it is not feasible to include the entire population in such consultations and that, due to the sampling method adopted, not all households participating in consultations were interviewed, this is a relatively large proportion of households and demonstrates that most municipalities have been making successful efforts to engage with the community. Accordingly, the fact that in certain municipalities, namely Al Ramtha Al Jadeedah, Irbid Al Kubra, Mafraq Al Kubra and Sahel Horan, zero to one per cent of interviewed households stated they had been consulted while municipalities reported having conducted consultations, is likely attributable to the nature of sampling, which makes it possible that the households which participated in community consultations were not interviewed.

Table 4: Comparison of households reporting to have been consulted, number of consultations conducted and population size

MUNICIPALITY	% HH REPORTING CONSULTED ON NEEDS	NUMBER OF CONSULTATIONS HELD BY MUNICIPALITY AUTHORITIES	POPULATION IN 2014 (INCLUDING REFUGEES)[29]
Al Ramtha Al Jadeedah	0%	3	136,269
Al Serhan	3%	3	29,550
Al Sho'aleh	2%	1	15,507
Al Za'atari and Al Mansheah	2%	0	13,435
Bala'ama Al Jadeedah	2%	2	31,929
Gharb Irbid	5%	25	65,448
Irbid Al Kubra	0%	4	634,595
Mafraq Al Kubra	1%	1	162,159
Sahel Horan	0%	5	55,391

However, as three of these municipalities have larger populations and territory than other municipalities, it is also possible that these factors influenced the findings. In other words, these findings might also be attributable to difficulties in conducting broad and inclusive consultations to the same effect as in smaller municipalities. For instance, in Irbid Al Kubra, the largest municipality assessed, none of the households assessed in the survey reported that they had participated in a community consultation, although the municipality produced documentation providing evidence that community consultations had been conducted. A factor compounding the potential population size effect on community consultation processes is the demographic composition of municipalities. As an example, Irbid Al Kubra, the largest municipality assessed, following the arrival of roughly 120,000 Syrian refugees by 2014, is now also one of the most heterogeneous municipalities in terms of demographic composition, as outlined in the relevance section above. Therefore, it is more difficult, compared to smaller and more homogenous communities, to conduct broad community consultations that effectively capture the full variety of community opinions and priorities. To address this, Irbid Al Kubra has recently launched a smart phone application aiming to directly solicit the opinions and complaints of the community. Although the results of this have yet to be formally documented, and its usage does not yet appear to be widespread, such an initiative should be seen as a potential best practice for larger municipalities to engage with the community, if and when the municipality is able to utilise this mechanism effectively[30].

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[28] As mentioned in the previous section, this percentage is likely to also include consultations falling outside the scope of the first project phase.
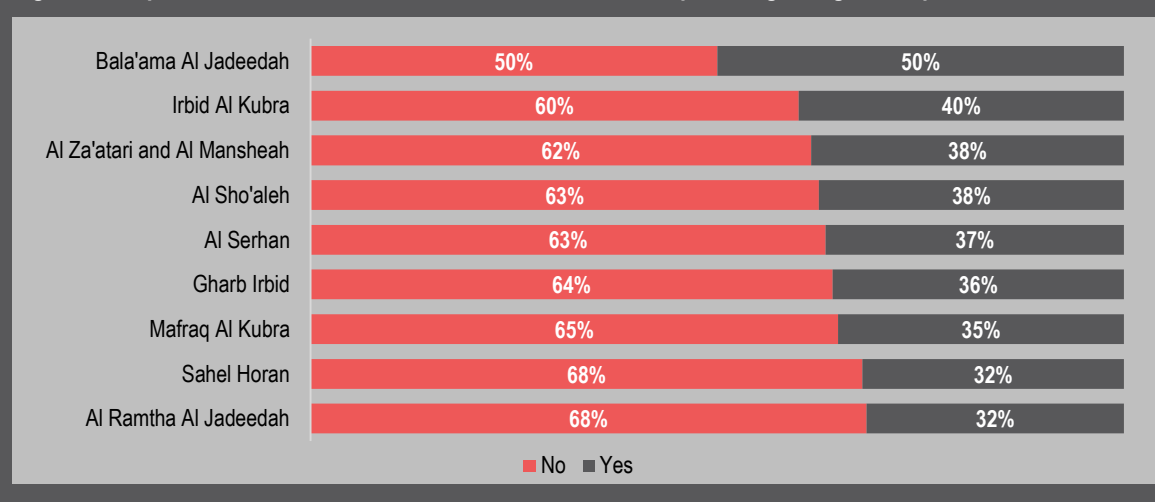
[29] UNHCR RAIS database, 2014; Jordan Department of Statistics, 2014

[30] According to municipal key informants, three other municipalities in Irbid governorate are currently piloting such a smart phone app, namely Gharb Irbid, Al Mazar Al Jadeedah and Der Abo Saed, with a view to replicate this initiative in other municipalities, including in other governorates.

COMMUNICATION BETWEEN MUNICIPALITIES AND CITIZENS: COMPLAINT MECHANISMS

Complaint mechanisms can be seen as an important channel for information sharing between municipalities and communities and play an important role in terms of municipalities' accountability. The majority of municipal key informants reported a lack of well-defined mechanisms for recording and following up on complaints made by residents. Findings from the household survey suggest that these mechanisms, where they do exist, are not well-known and rarely used by community members. Overall, 62% of interviewed households were not aware of how to make a complaint in their municipality. Meanwhile, 41% of the 38% that were aware of how to make a complaint reported to have made one. Among those respondents stating they never made a complaint before (59%), a belief that the municipality would not respond to the complaint was the most frequently cited reason for not making a complaint (53%), followed by a perception that there was no need to make a complaint at 40%. These findings suggest a need to strengthen municipal complaints mechanisms, including through raising awareness about them among communities. For large municipalities, smart phone applications, like the ones launched in four Irbid municipalities, could provide a viable option to solicit feedback from communities.

Figure 7: Proportion of households aware of how to make a complaint regarding municipal services

Municipality	No	Yes
Bala'ama Al Jadeedah	50%	50%
Irbid Al Kubra	60%	40%
Al Za'atari and Al Mansheah	62%	38%
Al Sho'aleh	63%	38%
Al Serhan	63%	37%
Gharb Irbid	64%	36%
Mafraq Al Kubra	65%	35%
Sahel Horan	68%	32%
Al Ramtha Al Jadeedah	68%	32%

Quality of community consultation processes

During the process level monitoring exercise of this first monitoring round, it was found that there was considerable diversity in the approach municipalities adopted to the community consultation process. These approaches varied, *inter alia*, in terms of the number and format of consultations, the range of participants involved, the geographical scope covered, as well as the level of documentation of these processes. The following sections, structured according to the format of consultation, discuss these factors as key features determining the quality of community consultation processes.

Community discussions and workshops

The majority of interviewed municipal officials reported that they had conducted what they referred to as focus group or community discussions, as well as workshops, as the main format for consultations. These varied in scope and quality. While 46 people attended each session on average, the number of participants varied greatly, ranging from 20 people in one single workshop in Al Za'atari and Al Mansheah, to a total of 280 participants split between two community discussions in Sahel Horan. Community key informants interviewed in Sahel Horan subsequently explained that they considered the two large workshops held in the municipality "information meetings" rather than community consultations, as the municipality had used these sessions to provide information on JESSRP interventions, rather than explicitly soliciting the opinions of community members. Community key informants also reported that when they had been given the opportunity to express their opinion, this was regarding general or broader issues rather than specific needs. They consequently reported being unsure of whether their views were

taken into account later on. Similarly, community key informants interviewed in Bala'ama Al Jadeedah reported that the workshops held were not consultative and that they had not been asked their opinion during the meeting. This approach to community consultations appears to have resulted in high levels of dissatisfaction amongst consulted households. In Bala'ama Al Jadeedah for instance, 100% of participants reporting to have been consulted in the household survey stated that they were dissatisfied or very dissatisfied with the process.

Smaller workshops and community discussions and, in particular, consultations with a wide geographical reach appear to result in higher percentages of households reporting they had been consulted and a higher level of satisfaction with these consultations. As an example, in Gharb Irbid 5% of households reported they had participated in a community consultation, which is a relatively high proportion when recognising that community consultations aim to solicit the opinion from a select number of community representatives. Of the 5% of households consulted, 100% were satisfied or very satisfied with the process. Community consultations, which are broad in their geographical scope and include a diversity of participants, as reported by municipal officials in Gharb Irbid (see text box below), are not only likely to inform better designed and more responsive municipal interventions, but potentially also improve citizens' perceptions of municipal authorities and government institutions at large. Whereas it is not possible to test this theory further at this stage of the project, future monitoring rounds and the endline will assess the extent to which community perceptions of municipal authorities have improved.

Bilateral meetings

While not being used as a primary form of consultations, interviewed municipal officials reported that informal or ad-hoc bilateral meetings with community members acted as a supplement to workshops and community discussions. In this regard, they can be useful exercises to solicit more detailed information and to gain a more nuanced insight into community perceptions. However, when used as the primary form of consultation, bilateral meetings present challenges in terms of transparency and accountability, as without official records it is difficult for the wider community to hold the municipality to account on the outcome of such meetings.

Household survey

In Sahel Horan municipal officials reported that they had conducted a survey with 120 residents to establish community priority needs. Yet, documentation of the questionnaire or findings of the survey was not available. It is, therefore, unclear whether the survey was conducted in a robust manner following a clear methodology, and the how any information gained through it subsequently informed the selection, design or planning of interventions. This case is illustrative of a broader issue of documentation and information management, which will be explored further throughout succeeding sections.

Overview: STEP 1: Community consultations

A lack of structured community consultations, in terms of standardised methodology and documentation of the type and timeframe, raises questions about the quality of community consultations and extent to which consultations were documented in a way allowing identified priorities to effectively inform planning processes. In addition to this, a lack of clear oversight over the community consultation process has meant that municipalities were not provided with sufficient support to build their capacity to engage the community in participatory consultation processes. Overall, the geographical scope and the diversity of participants appear to be crucial for effective consultations, resulting in higher proportions of households reporting that they were consulted in the municipality planning processes, and higher percentages subsequently reporting to be satisfied with consultation processes. To gain a more detailed understanding of the extent to which

GOOD PRACTICE CASE STUDY: GHARB IRBID

Gharb Irbid represents an example of a municipality which conducted well designed effective community consultations, with a high diversity of participants and detailed documentation to ensure that the results of these processes inform the planning and design of projects. Municipal officials reported they held 10 community discussions, in 10 separate villages, as well as more general outreach activities, such as bilateral meetings and informal conversations at weddings and community events. It appeared that the officials within the Local Development Unit (LDU) were personally motivated to communicate and engage with the local community. For the community discussions, participants were selected from a diversity of backgrounds, including *mokhtars* (community leaders), women's groups, Syrians and representatives of community based organisations (CBOs) and the private sector. Potentially as a result of the wide geographical reach of these consultations 5% of households reported that they had been consulted and 100% of consulted households reported they were either satisfied or very satisfied with the process. Further, the LDU was able to provide copies of the documentation for this process, which demonstrates that there was a clear and transparent mechanism by which the communities' opinions were recorded and subsequently taken into account in the planning process.

community consultations informed the planning of interventions, the planning process at the level of the Local Development Units (LDUs) will be examined in the following section.

STEP 2: Local Development Unit proposes projects

According to the project guidelines the Local Development Units (LDUs) are expected to take up community priorities identified during consultations and use these as a basis for the selection and design of interventions. These proposed interventions are then outlined in a municipal "comprehensive plan" which is submitted first to the municipal council, and then, through the Cities and Villages Development Bank (CVDB), to the Ministry of Municipal Affairs (MoMA) for approval. The fact that no municipality reported having access to a hard or soft copy of their respective comprehensive plan presented a significant challenge to the assessment of this planning process. During municipality key informant interviews, enumerators asked to see copies of the plans, to which officials responded that these documents had been sent to the regional CVDB office in Irbid for approval. When interviewing the CVDB regional office, a representative explained that copies of these plans had been received from all municipalities, but that they were unable to locate these now. This circumstance was explained in key stakeholder interviews: after the comprehensive plans of all municipalities were sent to the regional CVDB office in Irbid, a change in procedures and increased involvement of the national CVDB office meant that the plans were then transmitted to the national office, where they were subsequently retained for later transmission to MoMA for approval. As REACH has been unable to examine these documents by the time of writing, it is not possible to determine the extent to which community consultations informed these plans or the extent to which these plans were thorough and comprehensive in scope. However, the fact that the comprehensive plans were not available at the municipal level does not necessarily mean that plans are not being used in the implementation of interventions. Municipal officials stated that they had copies of the procurement plans, which they perceived as the most relevant or practical parts of these plans for the implementation phase. In the context of this project, procurement plans are, indeed, the primary document on which project stakeholders base the monitoring of

activities and interventions. Nevertheless, the absence of hard or soft copies of comprehensive plans at the municipal level, which detail activities beyond procurement, leads to difficulties in foreseeing and monitoring the way in which plans are used as a reference for on-going implementation, as well as in ensuring that interventions are on-track as agreed, and reporting on progress is done accurately.

In discussions with municipal officials this lack of documentation appeared to be linked to a broader issue related to a limited understanding of the purpose of comprehensive planning processes. For example, in one municipality key interview, officials explained that they did not believe that drafting detailed project forms, such as detailing the selection of beneficiaries for interventions, was a useful exercise, seeing it rather as a bureaucratic requirement of the project. The lack of buy-in or documentation of a thorough planning process might be reflected in the type of interventions selected for implementation under the project. The World Bank provided all municipalities with a list of examples of interventions eligible for funding based on previous comparable World Bank projects implemented in other contexts. According to the World Bank this list is intended as guidance, rather than providing a definitive list of possible interventions. During discussions with key project stakeholders, it was noted that the selection of interventions closely mimicked the World Bank's intervention eligibility list. This could be due to several reasons. Firstly, it could be that the list was considered a definitive list of available options for interventions, with municipalities simply choosing from this list. This may be due to a misunderstanding of the purpose of the eligibility list and how projects on the list should be filtered by municipalities to ensure that those most appropriate to each context are chosen. This misunderstanding could be avoided with greater efforts by CVDB and MoMA to clarify the types of interventions which are possible under the project and the overall purpose of the eligibility list, as suggested by a key project stakeholder. Secondly, it is possible that, while the purpose of the eligibility list was understood, planning processes did not stimulate municipality officials to consider and plan alternative or new interventions to those already listed. This would further suggest that community consultations did not inform intervention selection and planning processes. Finally, it could be that the interventions apparently chosen from the eligibility list are in fact linked to community priority needs. As elaborated upon in the relevance section, REACH found interventions to be corresponding to self-reported community priorities overall, making this second scenario a more likely one. Given that a verification of this at the current stage of the project is difficult, it will be important to assess whether interventions become more tailored to community needs in the subsequent phases of the project, once large scale infrastructural priorities have been addressed.

These documentation-related limitations in the planning process have been exacerbated by a lack of clear consensus on who is responsible for oversight and support to municipalities throughout the process, a point raised in confidence by several key stakeholders during interviews. Furthermore, CVDB representatives have noted that they had faced capacity constraints in providing sufficient support to municipalities in the consultation and overall planning process. For the second phase of the project the Municipalities Support Team (MST), a Jordanian consultancy firm, has been contracted to provide such support and guidance during this process and to ensure, together with the CVDB, that municipalities are sufficiently trained to effectively hold community consultations, and subsequently design effective and relevant interventions based on the priorities identified.

STEP 3: Municipal council approval of interventions
It was difficult to collect information on this stage of the approval process. During interviews with key project stakeholders it was reported that municipal council approval often takes the form of informal meetings with the mayor and elected members where decisions are made. It was not possible to gather information on the structure of these meetings and documentation of the decision making process, e.g. meeting minutes.

STEP 4: MoMA approval of interventions
Following the approval of interventions by the municipal council, the plans were then submitted to the regional CVDB office in Irbid, as outlined in the section on LDU proposals in this report. Following a change in procedure, plans were then sent to the national CVDB office, from where they were then submitted to the Ministry of Municipal Affairs (MoMA), specifically its Project Development Unit (PMU), for final technical and financial approval. As such, the CVDB acts as a liaison between municipalities and the MoMA. Municipal key informants expressed the view that this final stage of the approval process appeared to be a formality rather than a collaborative assessment of

the technical and financial implications and appropriateness of proposed interventions guided by MoMA and facilitated by CVDB. In future stages of the project, a clarification of each actor's roles and responsibilities along the planning process, as well as stronger external oversight could be considered to effect improvements in this regard, as well as the planning process overall.

OVERVIEW: Accountability of process

In sum, while all municipalities except for one conducted community consultations, many municipalities lacked formalised processes and the necessary documentation of such processes. Formalised processes, which are comprehensively documented and reported on, are necessary to ensure transparent and participatory consultations and overall intervention planning. Gaps in this regard affect municipalities' ability to account for the process, which ultimately raises questions in terms of municipalities' accountability to their communities, as well as to project stakeholders, and presents challenges for the continued monitoring of intervention planning and implementation. In terms of community consultations, given that these processes were not standardised across municipalities, a great diversity regarding adopted approaches was observed between municipalities. This was, in part, due to a lack of continuous support and clear external oversight for these consultations. Gharb Irbid was identified as a case study for good practice, as community consultations were conducted with diverse participation and a broad geographical scope, while the process was clearly documented. At all stages of the intervention planning process, a lack of buy-in with regards to the need for municipal officials to develop and document comprehensive and detailed plans was observed in most municipalities. As an illustration of this broader documentation and reporting issue, municipalities reported to no longer have copies of the comprehensive plans they developed. While this does not necessarily mean that plans were not used in the implementation of interventions, as a number of municipal officials stated that they had copies of detailed procurements plans, which they deemed to be the most relevant component of the comprehensive plans. While these procurement plans are the primary document on which project activities are monitored, this does suggest limited buy-in on the purpose of retaining copies of plans, which detail activities beyond procurement alone, to be used and referred to during implementation more broadly. Without effective documentation and information management, for example keeping up to date records of what has been planned and what, importantly, has subsequently been implemented, it is difficult for municipalities to effectively track their process. During the next phases of the project, MST will provide additional support, in terms of monitoring, training and capacity building for municipal staff as they conduct consultations and plan interventions. This is expected to improve planning processes, making them more robust, transparent and participatory.

EFFICIENCY AND SUSTAINABILITY OF INTERVENTIONS

This section will provide a cross-sector overview of the extent to which the monitored interventions have been implemented efficiently in terms of procurement, operationalization and usage of equipment. The extent to which interventions have been designed with consideration of municipalities' existing capacities is a central concern in this regard. These efficiency aspects are closely interlinked with the sustainability of interventions, as they affect the longer term financial viability and consistent delivery of municipal services. Thus, municipal capacity to efficiently implement interventions will be assessed specifically from a sustainability perspective, which will also be adopted for the conclusion of this section[31].

Procurement

To ensure that the effectiveness of interventions could be assessed, it was decided, in collaboration with key project partners, that REACH assess only those interventions which had been partially or fully implemented, as opposed to interventions which have faced delays in procurement and implementation. During the preliminary round of secondary data collection carried out to identify actual implementation of interventions[32], several issues with procurement were identified. On the basis of procurement plans provided by the Project Management Unit (PMU) of the Ministry of Municipal Affairs (MoMA) and interviews with municipality key informants, it was found

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[31] For a more detailed overview of efficiency related monitoring findings for each individual municipality and sector, please see the municipality profiles in the annex.
[32] See the methodology section for a more detailed description of this process.

that there had been delays in the delivery of the necessary equipment due to challenging procurement processes, slow approval at the government level and issues related to customs. At the time of the preliminary round of data collection, five municipalities were facing challenges with the procurement of equipment. Table 5 outlines these challenges in more detail.

There appear to be several types of challenges with procurement. First, certain issues relate back to shortcomings in procurement planning, which resulted in the procurement of machinery which does not fit national standards or specifications. In Irbid Al Kubra, municipal officials reported that the hydraulic of 21 out of the 22 compactors received did not fit with the garbage containers used in the municipality, thus requiring manual instalment of containers. At the time of writing, municipal authorities were in the process of identifying how to fix these issues and it was expected these would not to be a concern in the longer term. A second barrier to efficient procurement were customs procedures. In Al Za'atari and Al Mansheah, Gharb Irbid and Al Ramtha Al Jadeedah a general delay in the delivery of larger vehicles was related to issues in transporting them through customs. In Al Za'atari Al Mansheah for instance, the procured spray tractor was cleared for customs, yet this clearance did not cover the tank that is attached to the tractor, meaning the machinery was subsequently blocked at customs. This appears to be an oversight on the part of the contractor providing the machinery, which has resulted in contractors having to pay penalty payments to the PMU of MoMA. At the time of writing, all delayed machinery has been delivered to these three municipalities according to the PMU. In all municipalities facing procurement related challenges, equipment was expected to be fixed, machinery to be delivered or construction to be continued, with interviewed municipal officials expressing the belief that these issues would be resolved in the short to medium term. Overall, the majority of equipment and machinery necessary for the first phase of the project has been successfully procured and delivered to municipalities.

Table 5: Procurement challenges

MUNICIPALITY	ISSUE	REASONS PROVIDED BY MUNICIPALITY
Irbid Al Kubra	Technical problems with 21 out of 22 received compactors	Questions about where to refer to for fixing the technical problems and regarding warrantee for vehicles
Al Za'atari and Al Mansheah	Delivery of spray tractor delayed	Tractor ready to be delivered and to leave customs, legal issue related to delivery of tank attached to tractor
Bala'ama Al Jadeedah	Delay in construction projects	Projects involving the construction of buildings encounter delays stemming from time consuming and complicated procurement systems
Al Ramtha Al Jadeedah	Delay in delivery of 1 of the 3 compactors (3 compactors successfully delivered by time of writing)	Delays in procurement and at transporting equipment through customs
Gharb Irbid	Delay in delivery of 1 of the 4 compactors (4 compactors successfully delivered by time of writing)	Delays in procurement and at transporting equipment through customs

However, interviewed municipality officials reported a number of more general procurement issues which should be addressed in future phases of the project. First, municipality officials stated that bidding separately for one or two compactors meant that larger companies had no financial incentive to bid for the contracts. Municipality key informants recommended that tenders for equipment requested in several municipalities should be compiled into one contract to ensure sufficient competition in the tender process. Second, an interviewed project stakeholder reported that familiarity with the procurement procedures applicable under the project could be improved further at the ministerial and CVDB level. Procurement over the value of 200,000 USD is conducted using World Bank procedures, which differ from the Government of Jordan's procurement procedures. Although training on World

Bank procedures, adopted under the project, has already been provided, officials suggested additional training for government officials to familiarise themselves further with the relevant procurement processes may be useful. In the next phase of the project the Municipalities Support Team (MST) is expected to provide support to municipalities for these procurement procedures, meaning there should then be sufficient capacity to ensure that procurement procedures are completed in an appropriate timeframe.

Operationalization of equipment

In two municipalities there have been challenges in operationalizing newly procured equipment, leading to delays in the implementation of interventions. In Sahel Horan, municipality officials reported that they had yet to start using the procured septic tank, claiming it was too soon to operationalize. It should however be noted that Al Serhan municipality received septic tanks at the same time as Sahel Horan and has operationalized them, suggesting that this delay is due to a lack of municipal capacity in Sahel Horan. As a result, most likely because the municipality has yet to use the procured sanitation equipment, 70% of households in Sahel Horan disagree or strongly disagree that sanitation has improved over past 6 months.
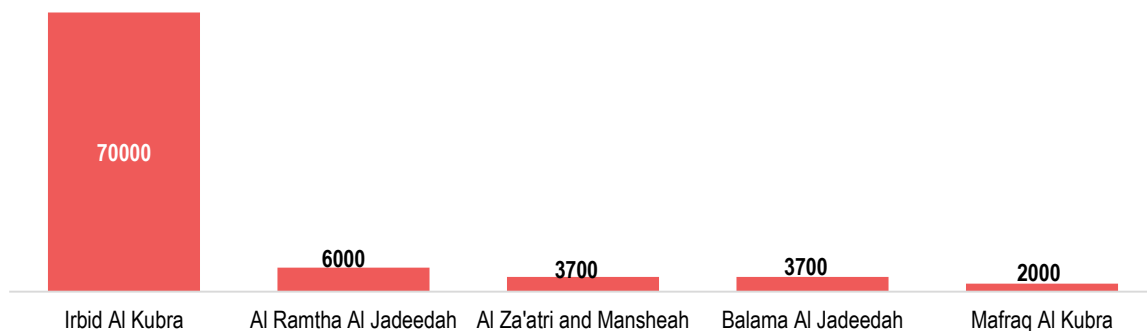
Al Za'atari and Al Mansheah encountered delays in the construction of sidewalks, which have yet to be filled with cement. These delays were reportedly due to a lack of planning in terms of construction sequencing. As a result, given that these sidewalks are in a highly visible part of Za'atari town, 58% of respondents within the municipality reported that the reason they were dissatisfied with public roads was because of the lack of sidewalks, the highest percentage to give this reason across all the municipalities assessed.

Sustainability of interventions

There appears to be a larger issue related to a lack of comprehensive planning, most importantly in terms of examining the existing capacity of municipalities to efficiently implement interventions and to consider whether municipalities can sustainably afford the additional financial costs which will be incurred outside of funds allocated through the project. For example, Al Za'atari and Al Mansheah, Bala'ama Al Jadeedah and Mafraq Al Kubra have procured compactors to improve their solid waste management (SWM) service delivery. A reported lack of drivers has meant, however, that these municipalities could not use, and efficiently operationalize, the machinery. The project allows municipalities to hire short-term contractors to address immediate gaps, yet municipal key informants reported that the lack of drivers was due to a lack of funds to pay for the salary of permanent drivers, which are not covered under the project. This still suggests inadequate planning as municipal officials reported that, they were not willing to hire short term contracted drivers as these staff members might have the expectation of receiving a longer term contract which they will not be able to provide. This is likely to have been known during the planning phases of the project and indicates that it was not fully taken into consideration when interventions were chosen.

Without sufficient staff to operationalize and use the equipment, Al Za'atari and Al Mansheah, Bala'ama Al Jadeedah and Mafraq Al Kubra reported being unable to increase the frequency of garbage collection. These challenges are reflected in community perceptions of municipal garbage collection. Over two thirds of respondents in these three municipalities reported they were dissatisfied with SWM services because garbage collection was not frequent enough. Furthermore, households appear to be aware that this relates back to a lack of waste management workers: 29% in Mafraq Al Kubra and 26% in Bala'ama Al Jadeedah reported that they were dissatisfied with SWM services because there were not enough waste management workers, which corroborates statements made by municipal key informants. Such a nuanced community understanding of issues related to SWM suggests that an increased number of SWM workers would not only result in heightened efficiency in the implementation of interventions and thus tangible improvements in municipal service delivery, it might also directly impact on household satisfaction with municipal services and thus ease the potential for community tensions. Therefore, a strengthened focus on increasing the number of SWM workers appears in line with the main objectives of the project and could be considered for future phases of the project. As an example of a municipality able to overcome this challenge, Irbid Al Kubra had sufficient resources to hire drivers to meet the additional capacity needed to use the procured compactors. As will be seen when examining the effectiveness of interventions, this municipality has subsequently provided a frequent and reliable garbage collection service, while others have not yet been able to do so.

Figure 8: Self-reported additional costs outside of the budget allocated through the project (JOD)

	Irbid Al Kubra	Al Ramtha Al Jadeedah	Al Za'atri and Mansheah	Balama Al Jadeedah	Mafraq Al Kubra
	70000	6000	3700	3700	2000

The lack of planning has, in certain municipalities, reinforced pre-existing financial capacity gaps the project seeks to mitigate. As additional costs related to but incurred outside of project allocations for interventions, namely operational and maintenance costs, were not effectively taken into account and budgeted for during the selection and planning process, some municipalities encountered difficulties in covering these costs during implementation. As Figure 8 illustrates, nearly all municipalities reported to be incurring some additional costs which were reportedly necessary to implement interventions, but were not covered by funding allocated through the project. These additional costs can be incurred through wages for permanent contracts, custom fees or insurance for machinery, as reported by all municipalities implementing SWM interventions, or through maintenance and operational costs, including electricity bills, all of which are not covered by funding allocated through the project. Depending on municipalities' financial capacities, these additional costs can pose significant challenges in efficiently and sustainably implementing interventions. As outlined above, Irbid Al Kubra, which had additional independent resources, incurred high costs not covered by the budget allocated through the project, including through hiring additional drivers for its procured compactors. These additional expenses apparently allowed Irbid Al Kubra to improve the efficiency and effectiveness of its SWM interventions. As a contrary example, municipality officials in Bala'ama Al Jadeedah reported that they have incurred 3,700 JOD worth of extra costs, not covered by project funding. For the most part, municipal key informants reported that this was because of high electricity costs, which are necessary to operate newly installed or rehabilitated public lighting. According to municipal key informants the municipality was now in debt with an electricity company and authorities have reportedly considered taking out a loan with the Cities and Villages Development Bank (CVDB) to cover these additional costs. Key informants further stated that in light of the maintenance and operational costs which are not covered through project allocations, they would not be able to continue service delivery at current levels would funding through the project be discontinued. This illustrates

AL SHO'ALEH: Income-generating schemes contributing to sustainable interventions

The football pitch constructed in Al Sho'aleh is an example of an effective income-generating intervention, which contributes to the sustainability of the public leisure space intervention. The public leisure space was built as part of the project, and once built, municipal authorities rented the space to a contractor, for a fee of 6,500 JOD a year. The contractor is now responsible for the maintenance and upkeep of the park, whilst the municipal authorities receive financial payment for lending out this space. To make this scheme cost-efficient, the contractor charges the community 1 JOD as an entry fee. Community key informants reported that they were generally willing to pay this fee. Moreover, one key informant stated that payment for this service encouraged the community's youth to respect and value the space. Further, this key informant expressed the belief that the construction of the public leisure space had created employment in the community. Overall, in the household survey, 66% of households, after the intervention had been explained to them, stated that the construction of this football pitch was meeting a community priority need. This intervention demonstrates that there are innovative solutions available to make service delivery more financially sustainable, through focus was on small-scale income generating schemes which both benefit the community and bolster the financial means of municipalities.

that, despite knowing that operational and maintenance costs were eligible under the project, they were not sufficiently budgeted for during the planning process, which undermines the sustainability of the intervention.

In order to ensure efficiency, sustainability and effectiveness of interventions for all municipalities, operational and maintenance costs should be accounted for when interventions are planned. This could be done either through scaling down interventions to meet existing municipal financial capacity or through the consideration of innovations which either allow the municipality to save money over the long term, such as solar powered public lighting as suggested by the municipality key informant in Bala'ama Al Jadeeda, or the consideration of interventions which provide municipalities with additional income-generating opportunities (see text box above).

Coordination with external partners
It may not be feasible for the project to support such income-generating interventions with the potential to bolster the financial capacity of municipal authorities in every case. Key project stakeholders explained that there could be more effective coordination between agencies working to support municipal authorities in the host communities of Jordan. Municipal officials for instance reported that USAID and GIZ were providing similar forms of complementary support. While the extent to which different interventions are complementary or a duplication of efforts was not assessed during this monitoring round, effective coordination was identified as crucial to mitigate the existing risk of either duplication of or gaps in support provided to municipalities. In order to formalise standardised consultation and planning processes, which take into account and support the capacity of municipalities to provide efficient and effective services to communities, it is necessary to improve and engage further in regular coordination structures, such as the Jordan Host Community Support Platform (HCSP). Planning of interventions would be improved through external coordination of actors supporting the development of municipal plans. Interventions should be harmonized to ensure interventions are designed to strengthen municipal capacities with consideration to the added value of different external partners engaging in each municipality. In this way, perhaps the financial feasibility, efficiency and sustainability of interventions could be improved, where relevant, through a joint strategy of external partners engaging in the same municipalities.

OVERVIEW: Efficiency and sustainability of interventions
The majority of municipalities have successfully procured the necessary equipment and machinery to begin the implementation of planned interventions. The Municipalities Support Team (MST) has been contracted to provide support for the implementation of procurement procedures in future phases of the project, and there are moves toward combining procurement bids across municipalities to ensure that the tender processes attract competitive bids from large contractors. However, challenges remain with regards to pre-existing municipal financial and human resource capacities and related planning necessary to efficiently use the procured equipment. These challenges are then linked to concerns in terms of the sustainability of interventions. To ensure efficient implementation and sustainability of interventions, it is necessary that project guidelines and requirements are clearly known to municipalities and abided by, which oblige municipalities to ensure their financial and human resource capacities allow the coverage of operational and maintenance costs of planned interventions. This requires both a thorough review of these capacities and the costs associated with sustainable implementation of interventions, which then have to be taken into account throughout the planning of interventions. In this regard, given identified limited municipal capacities in human resource and financial planning, it is important to ensure on-going oversight and consider capacity building to monitor the ways in which additional costs are being taken into consideration throughout the implementation of interventions. Although it was assumed that municipalities would be best placed to evaluate these aspects, the MST will support this planning process in the next phases of the project, while CVDB provides oversight, in order to ensure sustainability of the project. In addition to thorough planning, innovative income-generating interventions could be considered as a potential mechanism to bolster financial capacity and ensure sustainability of interventions. In case such schemes are beyond the scope of the project, improved coordination with external agencies could ensure income-generating interventions are included as part of a strategic coordinated approach which holistically addresses existing capacity gaps.

EFFECTIVENESS OF INTERVENTIONS

This section examines the effectiveness of the implemented interventions by sector, outlining access to services, satisfaction with municipal delivery, as well as communities' perception of an improvement in these services[33].

Solid Waste Management

The arrival of a large number of refugees has led to an estimated 340 ton increase in solid waste to dispose of daily. Meanwhile, pre-existing municipal solid waste management (SWM) services are characterised by limited financial resources, insufficient equipment and a small workforce, in sum a limited capacity to cope with this increased demand[34]. Limited pre-existing municipal SWM capacity, coupled with a large increase in population size has led to waste accumulation at the municipal level[35]. Over a fifth of households in the JESSRP baseline assessment conducted prior to the initiation of the monitoring rounds stated that waste accumulation was the second most prominent change they had witnessed in their communities and 69% either agreed or strongly agreed that waste accumulation has led to discontent in their community[36]. In this first round of monitoring households most frequently cited SWM as the top priority need, demonstrating that SWM services remain a priority for communities. To address this need, interventions provided compactors, tipper trucks or containers to all nine municipalities initially targeted for support through the project. The following section examines the effectiveness of SWM interventions and the extent to which service delivery appears to have subsequently improved in assessed municipalities.

Table 6: Assessed municipalities' priority needs and procured equipment/implemented interventions

MUNICIPALITY	HOUSEHOLD PRIORITY NEEDS *(based on household survey)*	PROCUREMENT/INTERVENTION *(according to PMU documentation, municipality KIs and field visits)*
Bala'ama Al Jadeedah	1) **SWM** 2) public roads 3) public lights	4 compactors, 1 tipper truck and 350 containers
Al Ramtha Al Jadeedah	1) **SWM** 2) public roads 3) public lights	2 compactors (out of 3 planned)
Irbid Al Kubra	1) **SWM** 2) public roads 3) public lights	22 compactors, 7 tipper trucks, raw materials to manufacture containers; hired 25 drivers and garbage collectors
Mafraq Al Kubra	1) **SWM** 2) public roads 3) public lights	8 compactors, 2 tipper trucks, 2 pick-ups and 550 containers
Al Za'atari and Al Mansheah	1) **SWM** 2) public roads 3) public lights	1 compactor
Gharb Irbid	1) **SWM** 2) public roads 3) public lights	3 compactors (out of 4 planned), 3 tipper trucks and materials to manufacture containers

Overall, there continues to be a high level of dissatisfaction with SWM services, 53% of households in the municipalities assessed reported they were dissatisfied or very dissatisfied with municipal SWM services. However, levels of satisfaction varied significantly across municipalities.

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[33] For a more detailed overview of effectiveness related monitoring findings for each individual municipality and sector, please see the municipality profiles in the annex.
[34] UNDP, Mitigating the Impact of the Syrian Refugee Crisis on Jordanian Vulnerable Host Communities, Municipal Needs Assessment Report, April 2014, p.31
[35] Ibid.
[36] REACH, Social Cohesion in Host Communities in Northern Jordan, May 2015, p. 4; REACH, JESSRP Baseline Study, May 2015.

Figure 9: Reported satisfaction of households with solid waste management services

Municipality	Dissatisfied and very dissatisfied	Moderately satisfied	Satisfied and very satisfied
Mafraq Al Kubra	61%	21%	18%
Gharb Irbid	54%	22%	24%
Al Ramtha Al Jadeedah	53%	27%	20%
Balama Al Jadeedah	51%	23%	26%
Al Za'atri and Mansheah	36%	21%	43%
Irbid Al Kubra	30%	24%	45%

■ Dissatisfied and very dissatisfied   ■ Moderately satisfied   ■ Satisfied and very satisfied
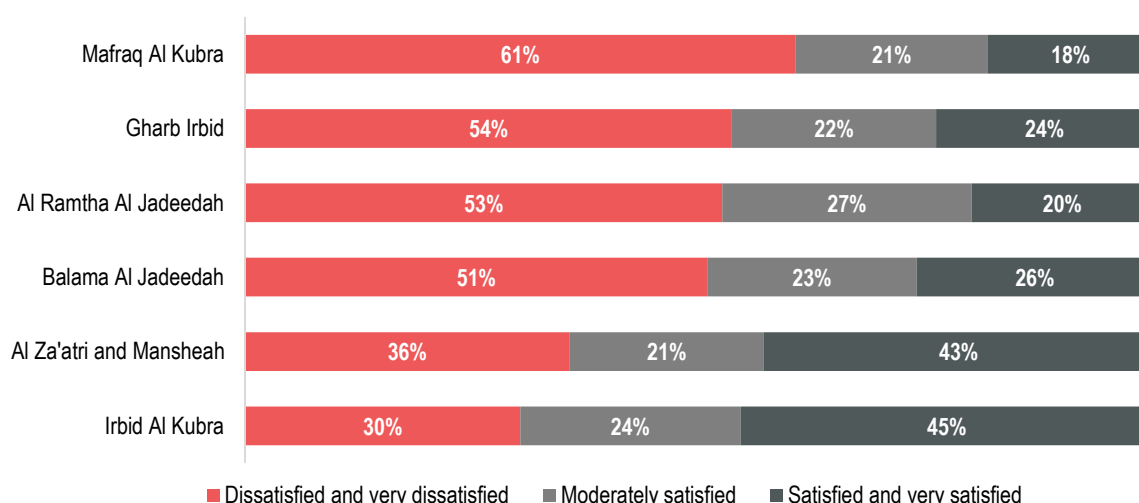
A majority of residents in Mafraq Al Kubra, Gharb Irbid, Al Ramtha Al Jadeedah and Bala'ama Al Jadeedah were dissatisfied or very dissatisfied with SWM services, compared to only 30% of residents in Irbid Al Kubra and 36% in Al Za'atari and Al Mansheah. A near majority in these latter municipalities reported that they were satisfied or very satisfied with solid waste management services, 43% in Al Za'atari and Al Mansheah and 45% in Irbid Al Kubra. High levels of dissatisfaction in Mafraq Al Kubra could be explained by delays in garbage collection. Municipal officials explained that the landfill is far from the municipality, meaning compactors must drive long distances between rounds of garbage collection to empty the containers. Future interventions should consider and review distance to landfills to ensure all municipalities have sufficient access to timely and efficient garbage collection.

Table 7: Top three reasons for dissatisfaction with SWM services

MUNICIPALITY	TOP 3 REASONS FOR DISSATISFACTION		
	REASON 1	REASON 2	REASON 3
Al Ramtha Al Jadeedah	Garbage collection is not frequent enough (83%)	Waste management services is poorly run (41%)	No public waste bins (29%)
Al Za'atari and Al Mansheah	Garbage collection is not frequent enough (83%)	Increase in pests (40%)	No public waste bins (40%)
Bala'ama Al Jadeedah	Garbage collection is not frequent enough (90%)	Increase in pests (30%)	No public waste bins (26%) Not enough waste management workers (26%)
Gharb Irbid	Garbage collection is not frequent enough (84%)	Waste management services is poorly run (47%)	No public waste bins (41%)
Irbid Al Kubra	Garbage collection is not frequent enough (70%)	Not enough waste management workers (52%)	Waste management services is poorly run (46%)
Mafraq Al Kubra	Garbage collection is not frequent enough (69%)	Not enough waste management workers (36%)	No public waste bins (29%) Not enough waste management workers (29%)

The most frequently reported reason for dissatisfaction with municipal SWM services was that garbage collection was not frequent enough (see Table 7). Over two thirds of assessed households cited this as a reason in all municipalities. Municipal key informants explained that a lack of drivers and waste management workers meant that they were unable to fully operationalize new equipment and increase the frequency of garbage collection. Reflective of this, households frequently cited "not enough waste management workers" as a reason for dissatisfaction, suggesting communities also perceive that there is limited staff capacity to frequently collect garbage. Further, communities appear to perceive a need for more equipment. In five out of the six municipalities assessed, "no public waste bins" was cited as the third most frequent reason for dissatisfaction. This suggests that future interventions should prioritise the provision of garbage bins across the targeted municipalities as without full coverage of public waste bins it is likely waste will be dropped outside, leading to waste accumulation and potentially an increase in pests. Finally, in half of the municipalities assessed, over a quarter of households were dissatisfied because they believed that solid waste management services were poorly run. This suggests that, while the provision of equipment or an increase in the number of SWM workers would address dissatisfaction with SWM services to a considerable extent, there appear to be broader issues related to the efficiency or management of solid waste management services which need to be addressed. Further exploration is required identify and understand the source of such community perceptions in different municipalities, in order to improve service delivery and satisfaction.

However, despite high levels of dissatisfaction, which is likely a result of longer term frustrations with SWM services, communities appear to have perceived an improvement in service delivery since the beginning of intervention implementation. Overall, 34% of assessed households perceived that garbage collection had improved over the past six months. Yet, perceptions of SWM service improvements varied considerably between municipalities: 59% of households in Bala'ama Al Jadeedah disagreed or strongly disagreed that SWM services had improved, compared to 48% of residents in Gharb Irbid who perceived an improvement in garbage collection (see Figure 10).

Figure 10: Perceived improvement by assessed households in SWM services over the past six months
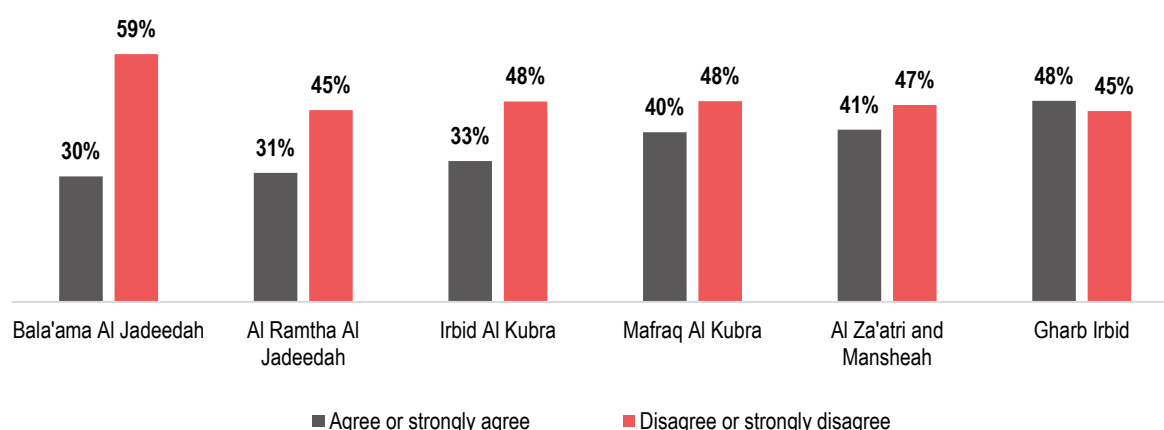
Diversity in perceptions of improvement may be due to different ways municipalities were using the newly procured equipment. For example, in Bala'ama Al Jadeedah municipal officials reported that the old machinery needed maintenance, so they had sent this equipment for repairs, using the new machinery as a replacement while repairs were completed. Therefore, until all machinery is back in operation, municipality key informants explained that there would be no perceivable improvement in garbage collection services. Furthermore, nearly all municipalities reported that they lacked staff capacity to fully operationalize new machinery. Only in Irbid Al Kubra did the municipality have sufficient resources to hire new permanent drivers and garbage collectors to fully capitalize upon the increased capacity resulting from the procured additional equipment.

GOOD PRACTICE CASE STUDY: IRBID AL KUBRA

Irbid Al Kubra represents an example of best practice in this area. 80% of assessed households in this municipality reported that garbage was collected at least once every two days and municipal key informants explained that garbage collection had increased in frequency from every three days to every day for the majority of residents. Reflective of an increase in the frequency of garbage collection, of those households who had perceived an improvement in services, 70% cited there had been more frequent garbage collection, 33% reported that there had been a subsequent reduction in waste accumulation and 25% cited more bins as a reason why they believed garbage collection had improved. As discussed previously, hiring of garbage collectors and drivers appears to be a key reason for this success. In addition, municipal key informants explained that they had distributed the 22 new compactors evenly across the municipality, which means that the use of the new equipment is broad in geographical scope and that residents in all areas are subsequently more likely to witness an improvement in service delivery.

Gharb Irbid represents another example of best practice, with 48% of households, nearly a majority, reported that service delivery had improved and 33% were either satisfied or very satisfied with municipal garbage collection. Similar to Irbid Al Kubra, municipal key informants reported that they had distributed new equipment widely across the municipality, to ensure the provision of equipment was benefitting all communities living in the area. More specifically, municipal authorities appeared to have strong oversight over the distribution of machinery and the implementation of service delivery. They were able to discuss in depth the frequency and operational mechanisms of garbage collection and had documentation ready showing how SWM services had been planned and delivered. Consequently, although Gharb Irbid does not have an equally strong financial resource base as Irbid Al Kubra, 80% of households who perceived an improvement in garbage collection, reported that this was because it had increased in frequency; 43% reported that there were now more bins; and 10% believed there was now a more reliable service. The best practices of Gharb Irbid municipality suggest that even without large financial resources at their disposal, strong oversight over the distribution process, including the geographical targeting of service delivery, has a positive impact on the effectiveness of SWM services.

In order to assess the overall effectiveness and relevance of SWM interventions under the project, enumerators explained to households how JESSRP was intervening in their municipality to improve solid waste management services. When subsequently asked about levels of satisfaction with the described interventions, over one third of respondents across municipalities were satisfied or very satisfied that the SWM intervention is meeting a priority need of the community, reflective of high levels of dissatisfaction with the SWM services across all municipalities (53%), thereby leading to the belief that this is an important intervention, residents in Mafraq Al Kubra and Gharb Irbid appeared to be most satisfied with the interventions under the project (see Figure 11), with 51% and 48% of households reporting they were satisfied or very satisfied that the SWM interventions met their priority needs respectively. These satisfaction levels should take into consideration that implementation of interventions is still in its early stages. It will be essential to assess satisfaction with interventions and the extent to which they address community priority needs over the next monitoring rounds.

Figure 11: Reported levels of household satisfaction with JESSRP SWM intervention
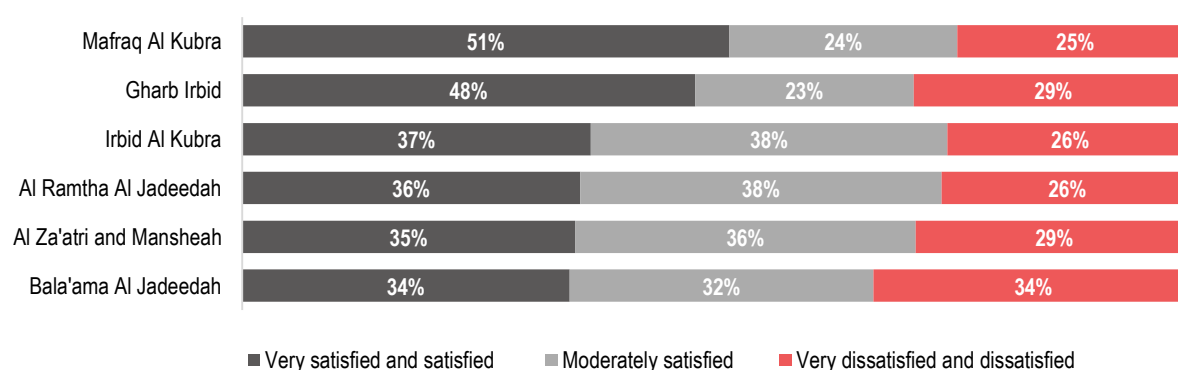
Overview: Solid waste management

Solid waste management services are the most frequently cited community need across all municipalities, which is reflected in the fact that SWM interventions were identified by nearly all municipalities as priority interventions, except Al Sho'aleh. There appear to be three key factors impacting the effectiveness of interventions:

- Sufficient capacity to fully operationalize procured equipment
- Strong municipal oversight over distribution of procured equipment and service delivery
- Broad geographical targeting of service delivery, ensuring a wide cross-section of the community are benefited by municipal services

Public roads

The baseline assessment conducted in August and September 2014 found that 42% of households in the municipalities assessed were either unsatisfied or very unsatisfied with the quality of public roads, while 43% were dissatisfied or very dissatisfied with the maintenance of public roads[37]. A majority of 74% of assessed households reporting dissatisfaction with road quality cited a lack of municipal maintenance of roads in the community as a reason during the baseline assessment[38]. In this first monitoring round, public roads were most frequently cited as the second priority need of the community across all municipalities assessed, and in all nine municipalities assessed in this monitoring, relevant interventions are being implemented aiming to improve the quality and quantity of public roads and sidewalks. Interventions included the rehabilitation of public roads and sidewalks, as well as the construction of new roads and new sidewalks. Table 8 outlines the type of interventions occurring in each of the assessed municipalities in this sector contrasted with community priority needs reported in the household survey.

Table 8: Assessed municipalities' priority needs and procured equipment/implemented interventions

MUNICIPALITY	HOUSEHOLD PRIORITY NEEDS *(based on household survey)*	PROCUREMENT/INTERVENTION *(according to PMU documentation and municipality KIs)[39]*
Al Serhan	1) SWM **2) public roads** 3) public lights	60,000m² roads rehabilitated; 70,000m² new roads; 600m² sidewalks constructed
Al Ramtha Al Jadeedah	1) SWM **2) public roads** 3) public lights	148,000m² roads rehabilitated; 165,000m² new roads constructed
Mafraq Al Kubra	1) SWM **2) public roads** 3) public lights	430,000 m² new roads constructed
Al Za'atari and Al Mansheah	1) SWM **2) public roads** 3) public lights	60,000m² new roads constructed; 9,000m² sidewalks constructed (not complete)
Irbid Al Kubra	1) SWM **2) public roads** 3) public lights	110,000m² roads rehabilitated; 80,000m² new roads constructed
Sahel Horan	1) SWM **2) public roads** 3) public lights	56,000m² roads rehabilitated; 84,000m² new roads constructed; 3km sidewalks rehabilitated

During the first monitoring round, demonstrative of the fact that communities perceive a need for improvement in public roads, over a third of residents across the assessed municipalities reported that they were dissatisfied or very dissatisfied with municipal public road services. In Sahel Horan, 54% of residents reported that they were dissatisfied or very dissatisfied with these services, and 49% reported dissatisfaction in both Mafraq Al Kubra and

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[37] REACH, JESSRP Baseline Study, May 2015, p. 42
[38] Ibid., p. 43
[39] Please note that approaches to documentation of road construction and rehabilitation varied between municipalities. While the majority of municipalities provided specifications in square metres, one municipality provided a list of names and locations of roads constructed or rehabilitated,and was not able to provide specifications in square metres.

Al Za'atari and Al Mansheah. In some municipalities satisfaction levels were more balanced. In Al Serhan 33% of respondents were satisfied or very satisfied and an equal proportion, 33%, reported that they were dissatisfied or very dissatisfied (see Figure 12).

Figure 12: Reported household satisfaction with municipal road services
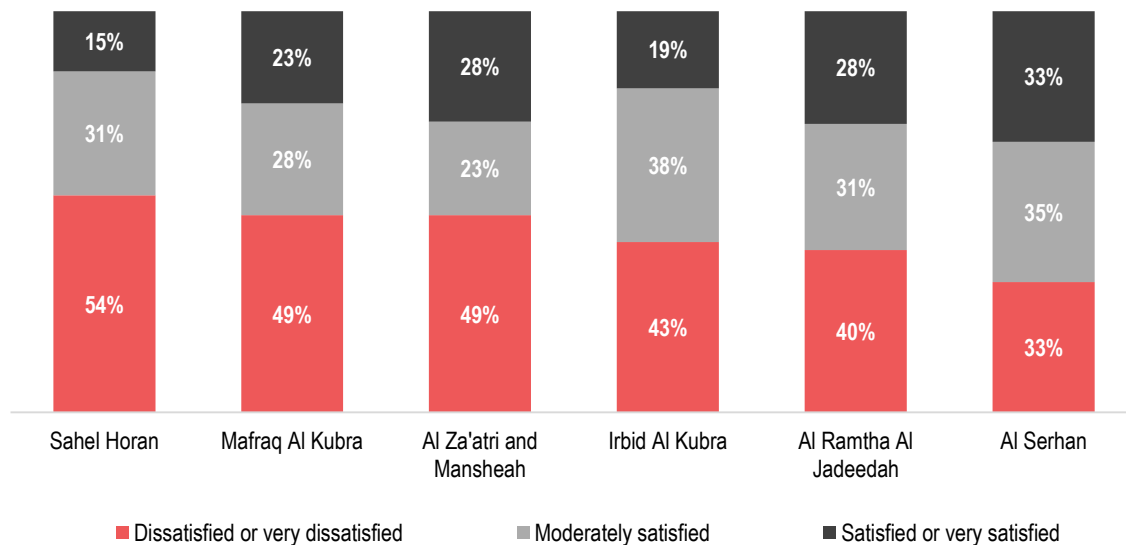
The most frequently cited reason for dissatisfaction with municipal public road services was a perception that roads were poorly maintained. In Al Serhan, Al Za'atari and Al Mansheah and Sahel Horan, over 60% cited poorly maintained roads as a reason for their dissatisfaction. In Al Serhan and Sahel Horan interventions appear to be addressing this dissatisfaction; 70,000m^2 roads have been rehabilitated in Al Serhan, while 56,000m^2 of road has been rehabilitated in Sahel Horan[40]. In Al Za'atari and Al Mansheah the public road intervention focused on the construction of new roads, rather than the rehabilitation of existing ones. No roads have been rehabilitated in the municipality, whereas 60,000m^2 of new road have been constructed. It might be worthwhile to consider investments in road rehabilitation for future interventions in the municipality. In Mafraq Al Kubra and Al Ramtha Al Jadeedah concern over the quality of public roads, specifically their width, was the most frequently cited reason for dissatisfaction amongst interviewed households living in these municipalities. For future interventions, although there is no further evidence to suggest that newly constructed roads are narrow, it is important to consider and ensure that the width of the road is appropriate given its purpose and usage.

GOOD PRACTICE CASE STUDY: AL SERHAN

With 33% of households satisfied or very satisfied with public road services and 35% stating moderate satisfaction in this regard, as well as 47% of households perceived an improvement in public road maintenance over the past six months, public road interventions in Al Serhan appear to have led to certain tangible improvements for the community. Broad and even *geographical targeting* of the intervention, with roads constructed or rehabilitated in two main villages according to population density and complaint history, as well as the construction of *sidewalks* in conjunction with new roads appear to be key features contributing to these perceptions. Furthermore, the municipality can be considered as a best practice for its detailed *documentation* of road rehabilitation and construction.

Over a quarter of interviewed residents living in the assessed municipalities perceive that there had been an improvement in road maintenance over the past six months. However, perceptions of improvement differed across municipalities (see Figure 13). For example, 47% of interviewed residents in Al Serhan perceived that road maintenance has improved, compared to only 29% in Sahel Horan. There appear to be several key factors contributing to perceptions of improvement in Al Serhan. First, there seemed to be effective geographical targeting for the construction and maintenance of roads. Municipal officials explained that they had taken into account

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[40] Measurement of the amount of roads rehabilitated differ due to different documentation practices of each municipality.

population density and complaint history and then chose locations according to the size of the population and the perceived need for improved or new roads. As a result, the municipality rehabilitated 60,000m^2 roads and constructed 70,000m^2 new roads and two sidewalks in two separate villages. In addition to this, there was clear documentation of the implementation of rehabilitation and construction projects. Municipal authorities were able to provide documents detailing the names and geographical locations of all roads and sidewalks rehabilitated or constructed in the municipality. All municipal authorities reported that they followed a similar planning process to that followed in Al Serhan, and the Cities and Villages Development Bank (CVDB) reported they had supported in technical site visits when selecting areas for roads to be constructed and rehabilitated. However, Al Serhan stands out as a best practice due to the detailed documentation municipal officials were able to provide on where and how many roads were being rehabilitated and constructed.

Figure 13: Household perceptions of improvement in public road maintenance over the past six months
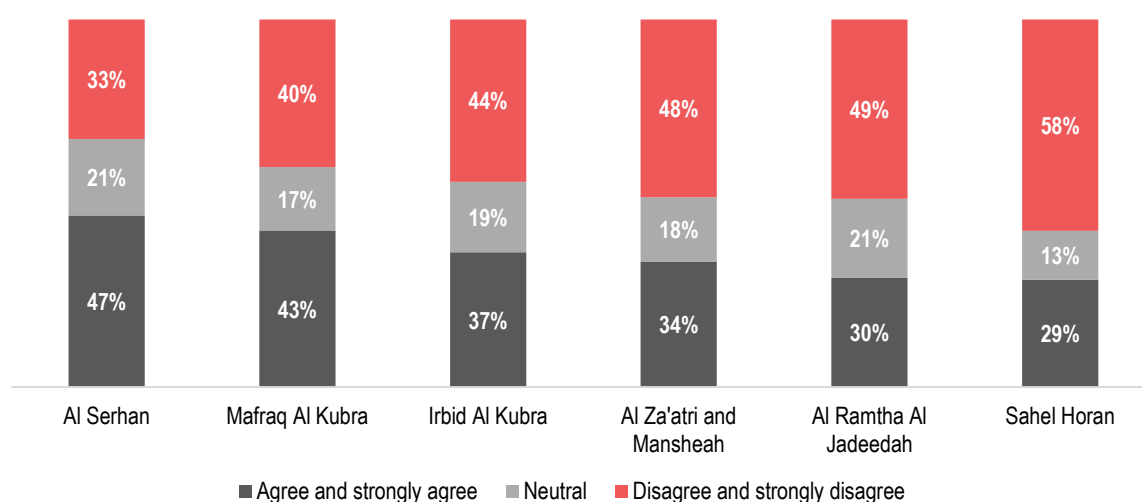
In Sahel Horan there were much lower perceptions of improvements to road maintenance than in the other assessed municipalities, with a majority of assessed households (58%) either disagreeing or strongly disagreeing that public road maintenance had improved. Further, the majority of residents (53%) were dissatisfied or very dissatisfied with the quality of public roads, with 52% reporting "poor maintenance", 48% "no maintenance" and 29% "irregular maintenance" as the reason for dissatisfaction. There appears to be two particular key reasons for why the community has not perceived an improvement in road maintenance. First, community key informants in Sahel Horan reported that maintenance occurred in central areas of the municipality and that rural areas had been neglected. Such issues with geographical targeting of interventions were highlighted by community key informants in all assessed municipalities. Second, key informants in Sahel Horan expressed dissatisfaction that newly built or rehabilitated roads had not been built with public lighting, which meant that these roads, especially at night, were dangerous to use. Re-enforcing the opinions expressed by community key informants, 45% of households assessed in Sahel Horan do not agree that road safety has improved in the past six months. Sahel Horan was not the only municipality to report the lack of street lighting as an issue. In several municipalities, including in Al Serhan and Al Ramtha Al Jadeedah, both community and municipal key informants reported that roads had been built without public street lighting and that for future interventions the construction of roads and public lighting should occur in tandem.

Overview: Public roads

Effective planning, both in terms of coordinating the construction of public lighting and public roads, as well as ensuring widespread and effective geographical targeting appears vital for the effectiveness of public road interventions. For future phases of the project, the planning process of Al Serhan should be followed as a best practice and the Municipalities Support Team (MST) should aim to ensure strong oversight over the rehabilitation and construction of new roads throughout the next phases of the implementation process.

Public lighting

During the baseline assessment carried out in August and September 2014, the majority of respondents (52%) reported they were satisfied or very satisfied with the availability of public lighting in their community[41]. Yet, 26% of residents in the municipalities assessed during the baseline reported that they were dissatisfied or very dissatisfied. Highlighting the need to construct more lighting units, the primary reason for dissatisfaction was due to a lack of public lighting, cited by 54% of dissatisfied households in the baseline[42]. Of the 22% of respondents who reported deploying a coping strategy to deal with a lack of public lighting, 24% reported that they avoided public areas, which demonstrates there is a strong need to improve this service[43]. In this first monitoring round public lighting was cited as the most frequent third priority community need in all nine municipalities assessed in August 2015. Four out of the nine municipalities are implementing public lighting interventions. For the purpose of this first monitoring round three of these municipalities were assessed: Al Sho'aleh, Bala'ama Al Jadeedah and Gharb Irbid[44]. Public lighting interventions in the municipalities assessed consisted of the installation and distribution of public lighting units (see Table 9).

Table 9: Assessed municipalities' priority needs and procured equipment/implemented interventions

MUNICIPALITY	HOUSEHOLD PRIORITY NEEDS *(based on household survey)*	PROCUREMENT/INTERVENTION *(according to PMU documentation and municipality KIs)*
Al Sho'aleh	1) SWM 2) public roads **3) public lights**	70 lighting units installed
Bala'ama Al Jadeedah	1) SWM 2) public roads **3) public lights**	300 lighting units distributed
Gharb Irbid	1) SWM 2) public roads **3) public lights**	135 lighting units installed (200 received)

Satisfaction with the availability of public lighting varied across the municipalities assessed in this first monitoring round (see Figure 14). The majority of residents (57%) were satisfied or very satisfied with the availability of public lighting in Gharb Irbid, whereas only 33% and 29% were satisfied or very satisfied with the quality of public lighting in Bala'ama Al Jadeedah and Al Sho'aleh respectively.

Figure 14: Reported household satisfaction with availability of public lighting

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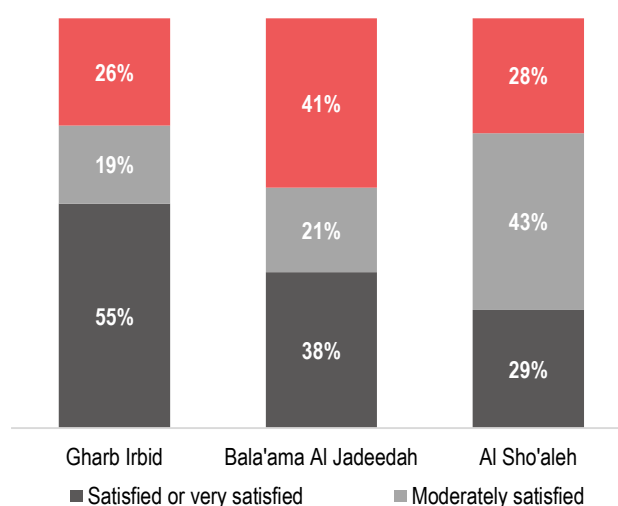
[41] REACH, JESSRP Baseline Study, May 2015, p. 39
[42] Ibid., p. 40
[43] Ibid., p. 38
[44] Please note that Al Sho'ahle municipality is not longer in the list of municipalities receiving funding through the project for future phases of the project as the Syrian refugee-host population ratio has decreased and the municipality is thus no longer eligible.

The most frequently cited reason for dissatisfaction with public lighting was "poor public lighting", which can refer to the coverage, strength of light and frequency with which the public lights are working (see Figure 15). In Bala'ama Al Jadeedah and Al Sho'aleh over 60% of respondents reported that poor public lighting was the key reason why they were dissatisfied. Municipal official in this municipality further explained that due to additional costs incurred to maintain public lighting, namely electricity bills, which are not covered by project funding, the municipality was now in debt to the electricity company. Without the resources to pay for electricity, municipalities cannot afford to maintain the lights and keep them lit throughout the night. Therefore, it is likely that these financial constraints and the resulting irregularity with which public lights are working, have resulted in households reporting dissatisfaction because of poor quality of public lighting. As discussed in the efficiency section of this report, future interventions should consider more thoroughly the financial implications in terms of maintenance costs of equipment and machinery or consider more financially and environmentally sustainable alternatives, such as solar powered public lighting.

Figure 15: Reasons for dissatisfaction with public lighting reported by households
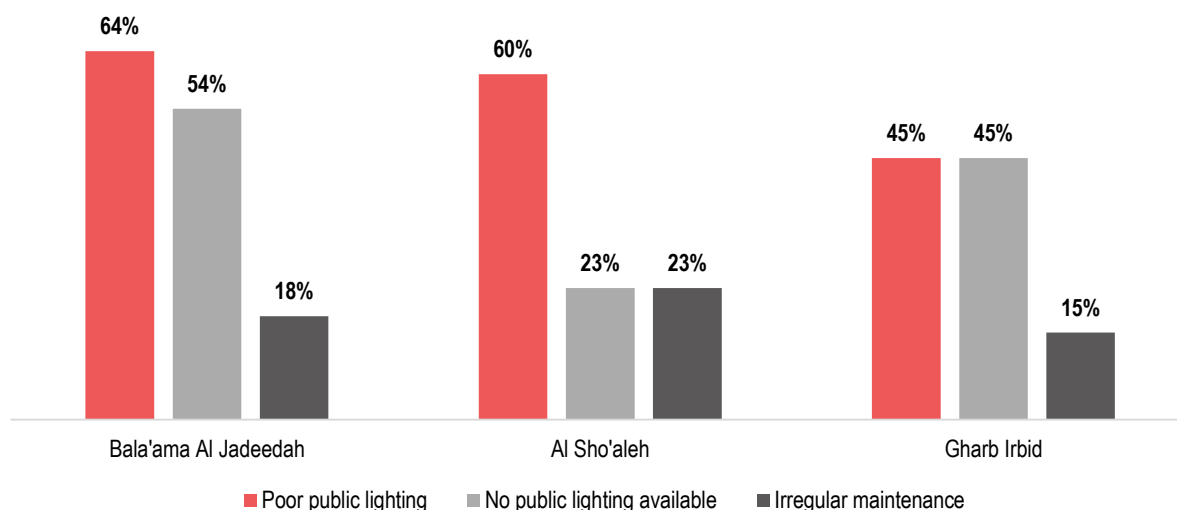
A large proportion of residents in all assessed municipalities reported that they agree or strongly agree that public lighting has improved (see Figure 16). In Gharb Irbid 57% of residents reported that they agreed or strongly agreed that public lighting has improved suggesting that interventions have been successful in improving the quality and quantity of public lighting. However, in Bala'ama Al Jadeedah 44% of residents either disagreed or strongly disagreed that public lighting has improved, suggesting the intervention has yet to show tangible improvements for the community. As discussed previously this is likely due to a lack of resources to pay electricity bills and the resulting infrequency with which new public lighting is working. In addition, according to community and municipal key informant interviews construction was not evenly distributed across the municipality, particularly with reference to more remote areas often not benefiting from the intervention. A perception of uneven distribution of the intervention was also mentioned by community key informants in Gharb Irbid and Al Sho'aleh, also citing a need to cover all areas of the municipality, thereby ensuring that the interventions benefit the community as a whole. Municipalities therefore face the challenge of ensuring that they are able to deliver interventions to all areas of the municipality, despite the fact that they may perceive that the lower number of residents in remote areas, which are often more difficult to reach, may lead to cost ineffectiveness when considering financial constraints of implementing interventions.

Figure 16: Household perceptions of improvement of quality and availability of public lighting over past six months
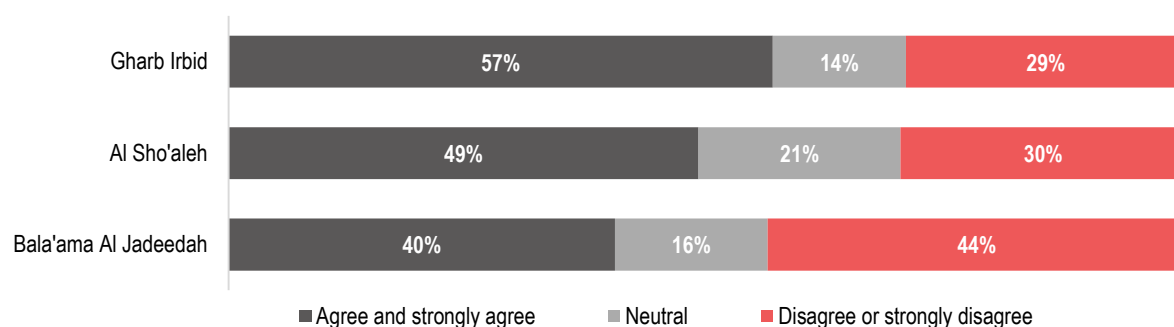
The satisfaction level with the interventions in terms of whether these address a priority need is reflective of the need to further improve public lighting in assessed municipalities. After enumerators enquired whether respondents were aware of the project, all respondents in Bala'ama Al Jadeedah, Garb Irbid and Al Sho'aleh were provided with an overview of how the project is intervening in the community, in this case through supporting public lighting services. Following this explanation, respondents were asked whether they were satisfied with the intervention in terms of it addressing a priority need. 49% of interviewed households in Bala'ama Al Jadeedah subsequently stated satisfaction with the interventions in that regard. In Gharb Irbid and Al Sho'aleh the level of satisfaction with interventions and the extent to which these address priority needs stood at 49% and 38% respectively. As stated in previous sections, these satisfaction levels should take into consideration that implementation of interventions is still in its early stages. It will be essential to assess satisfaction with interventions and the extent to which they address community priority needs over the next monitoring rounds. Yet, at this stage of the project they can at least be considered indicative of interventions successfully targeting community priority needs. However, as discussed in the public roads section, several community and municipality key informants stated that public lighting should be constructed on newly built roads, and that this should be addressed in future interventions.

Overview: Public lighting

The key challenges municipalities have faced in effectively implementing interventions is a lack of financial capacity to afford additional maintenance costs incurred outside of funds allocated through the project, which arguably resulted from a lack of thorough planning. To address this in the future phases of the project there should be stronger external oversight over the planning processes, and the Municipalities Support Team (MST) should ensure that municipalities plan in advance how to afford the costs of electricity and other fees to maintain newly constructed and rehabilitated public lighting. In addition, planning should also consider the geographic spread of interventions and ensure that both rural and urban areas receive coverage. In particular when roads are planned for construction, it is necessary to plan for the construction of new lights along these roads – otherwise these roads may be dangerous and unusable at night.

Sanitation

During the baseline assessment conducted in August and September 2014, the vast majority of assessed households (80%) reported that they were not connected to a public sewer system[45]. Instead these households relied on pit latrines and desludging trucks, a service which falls under municipal responsibilities. However, 52% of residents in the baseline were dissatisfied or very dissatisfied with municipal desludging services provided to the community[46]. The most common reason for this dissatisfaction was because no desludging services were provided to the community by the municipality[47]. This was corroborated by 69% of households reporting that they were using private desludging services, compared to only 1% of respondents reporting to use municipal desludging

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[45] REACH, JESSRP Baseline Study, May 2015, p. 27
[46] Ibid., p. 32
[47] Ibid., p. 33

services[48]. Those unable to use either private or public desludging trucks (21%) reported that to cope with this lack of access, they dug another pit[49].

Similar issues have been identified in the first monitoring round. Residents still report no access to a sewer system and limited access to public desludging services, with the majority of residents in assessed municipalities relying on private services. Perhaps as a result of a large reliance on private services, which appear to be functioning well, a minority of households assessed in the first round of monitoring reported that sanitation was a priority need. In the two municipalities assessed for sanitation, Al Serhan and Sahel Horan, sanitation was not among the most frequently cited top three household priority needs. Nevertheless, septic tanks were procured in both municipalities with the objective of improving sanitation services (see Table 10).

Table 10: Assessed municipalities' priority needs and procured equipment/implemented interventions

MUNICIPALITY	HOUSEHOLD PRIORITY NEEDS *(based on household survey)*	PROCUREMENT/INTERVENTION *(according to PMU documentation and municipality KIs)*
Al Serhan	1) SWM 2) public roads 3) public lights	2 septic tanks
Sahel Horan	1) SWM 2) public roads 3) public lights	1 septic tank

In both municipalities, 100% of assessed households reported that they were not connected to the sewer system, which, reportedly, has led to high levels of dissatisfaction. Community and municipality key informants expressed during interviews that this lack of access to a public sewer network remained the key challenge for effective sanitation service delivery. Municipal officials reported that they had received multiple community complaints and requests for authorities to construct such a system. In Al Serhan, in an attempt to address this issue, the municipality invited the Ministry of Water and Irrigation to visit the municipality and study the feasibility of installing a sewerage system. Municipal officials reported that the ministry estimated the cost at four million JOD or above. However, neither the ministry nor the municipal authorities currently have the financial capacity to implement such a large scale project. Therefore, without additional funds, it is not feasible to construct a sewerage network in Al Serhan.

In the meantime, the community must rely on desludging services. Yet, at the time of data collection in August 2015, only a very small proportion of residents had access to municipal desludging services, while an overwhelming majority relied on private sector trucks to empty their latrines. In Sahel Horan only 1% have access to municipal desludging and a similarly low proportion, 12%, do not have access to municipal desludging services in Al Serhan (see Figure 17).

Figure 17: Reported household access to municipal desludging services
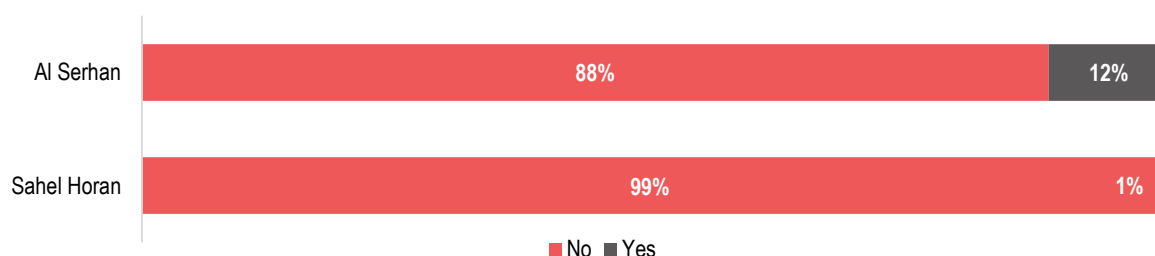
Similarly, the majority of assessed households, 70% in Sahel Horan and 61% in Al Serhan, disagreed or strongly disagreed that sanitation had improved over the past six months (see Figure 18). Given that interventions are still in the early stages of implementation, it is not possible to make evaluative statements on the impact of interventions in this first round of monitoring. Such an analysis will form a central part of future monitoring exercises and the endline assessment. Yet, it can be noted that sanitation interventions do not appear to have led to tangible

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[48] Ibid., p. 31
[49] Ibid.

improvements in municipal service delivery for the communities in Sahel Horan and Al Serhan. Generally, given that the lack of access to the sewer system reportedly remains the key challenge in improving sanitation services, it is unlikely sanitation interventions will produce tangible improvements desired by the community in the absence of a sewerage system. Furthermore, several possible reasons for the perception that no improvement in sanitation has taken place have been identified in Sahel Horan. Municipal key informants in this municipality reported that the municipality had not yet been able to operationalize the machinery, stating that the timeframe for operationalization had been too short. Thus, at the time of data collection, no improvement in service delivery had taken place. It should be noted that Al Serhan municipality received the procured septic tanks at the same time as Sahel Horan and was able to successfully operationalize them at the time of data collection, suggesting that different municipalities have varying challenges and capacities in ensuring machinery is in use. Further, the broader community in Sahel Horan are not going to be the beneficiaries of this intervention once the septic tank is being used. Municipal key informants stated that the new septic tank was expected to service municipal offices and public buildings, including for instance schools, and would not be used to provide desludging services to households. They explained that, at present, the municipality had to pay for private services to desludge municipal and public buildings, and that by operationalizing their own septic tank, they would be able to desludge municipal offices at a lower cost, thereby saving money for the municipality as a whole. Given the financial implications of the longer term efficiency of interventions, although not directly aligning with project objectives to provide tangible improvements in service delivery for communities, using equipment to reduce municipal expenses for running costs of public buildings may, in the longer term, improve overall service delivery as resources saved there can be used for other interventions.

Figure 18: Proportion of households reporting that sanitation has improved over the past six months
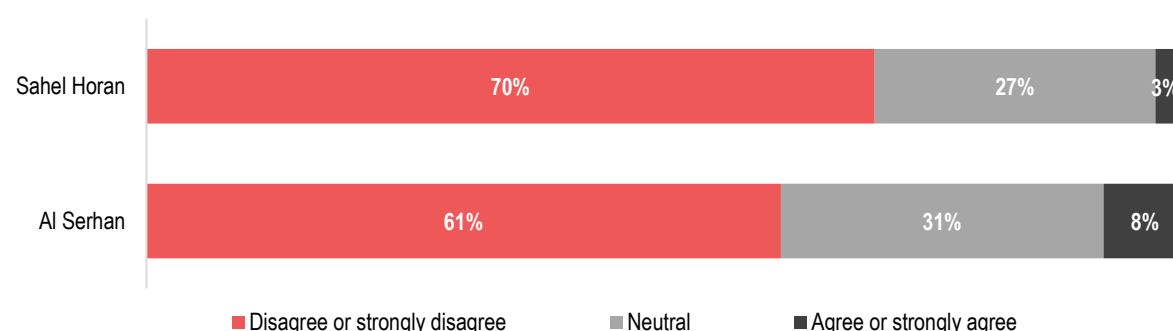
Demonstrative that the provision of public desludging services to households may not be the most effective use of the equipment, only 8% of households in Al Serhan, a municipality which reported it was providing desludging services to the community, perceived an improvement in these services. During key informant interviews, municipal officials explained that they were providing services to the community and aimed to charge below the market rate. However, the household survey demonstrated that, on average, households paid 49 JOD for private desludging services, compared to 43 JOD for municipal services. Consequently, given the observed similarity in price and a reportedly wider coverage of private services, there appears to be no clear advantage for households to choose public services over private ones. As stated previously, it remains questionable whether households would perceive an improvement in municipal sanitation services in the absence of a sewerage system, given that a lack of access to such a system appears to be a key issue with sanitation in the assessed municipalities.

Overview: Sanitation

Key informants reported high levels of dissatisfaction with the lack of access to sewer services. However, given the current financial capacities of the Ministry of Water and Irrigation and municipal authorities it is unlikely a sewer system can be constructed in the short term. In addition, municipal desludging services appear to be limited in their reach, and communities reported to pay similar prices for pre-existing private desludging services, which reportedly have a wider geographical coverage. As a result, without a large scale-up of desludging services or the provision of a sewerage network, sanitation interventions are unlikely to have a wide-reaching tangible impact. Potential

solutions to these challenges will be discussed further in the conclusions and recommendations section of this report.
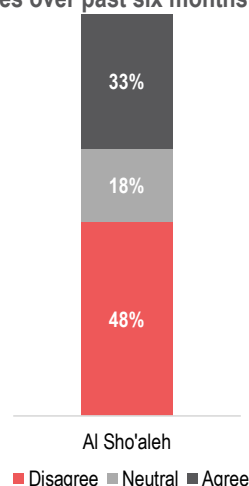
Public leisure spaces

The baseline study conducted in August and September 2014 found that the majority of households in assessed municipalities reported that they 'never' use public leisure spaces or that these spaces were not available in their community. More specifically, 89% of households reported to never use parks, 92% to never use community centres, 93% to never use sports centres and 99% reported that they never used libraries[50]. Subsequently, high levels of dissatisfaction were observed. The majority (58%) of respondents were dissatisfied or very dissatisfied with the quality and availability of public leisure spaces in their community[51]. The main reason for dissatisfaction with public leisure spaces was the lack of availability of such facilities[52]. As a result, several municipalities selected public leisure space interventions during the first phase of the project. During the preliminary secondary data collection in preparation of this first monitoring round, it was found however that many of these interventions had been de-prioritised by municipalities, with the decision to implement interventions in other sectors during the first phase of the project, postponing public leisure space interventions to later stages of the project. Therefore, this section examines only one public leisure space intervention in Al Sho'aleh (see Table 11). While this municipality is no longer targeted by the project due to a decrease in the proportion of Syrian refugees present in the municipality, Al Sho'aleh was included in this first monitoring round to understand best practices and the potential for replication of this intervention in other municipalities. Given the focus on a specific set of interventions in just one municipality, it is not possible to draw conclusions applicable to public leisure space interventions in general.

Table 11: Assessed municipalities' priority needs and procured equipment/implemented interventions

MUNICIPALITY	HOUSEHOLD PRIORITY NEEDS *(based on household survey)*	PROCUREMENT/INTERVENTION *(according to PMU documentation, municipality KIs)*
Al Sho'aleh	1) SWM 2) public roads 3) public lights	1. football pitch (play area) constructed in Samar village 2. repaired and built cemetery walls and fences in Saham and Samer villages 3. procured tractor for play area maintenance

Figure 19: Household perceptions of improvement of the availability of public leisure spaces over past six months

Al Sho'aleh

■ Disagree ■ Neutral ■ Agree

In Al Sho'aleh, three different interventions to support the improvement and availability of public leisure spaces were funded under the project: a football pitch, the rehabilitation of cemetery walls and fences, and the procurement of a tractor for the maintenance of a play area. For the purpose of this assessment and as agreed with key project partners, given the public leisure space constructed (football pitch) does not benefit the entire population of Al Sho'aleh municipality, monitoring focused exclusively on the catchment area surrounding the public leisure space constructed. As outlined in the methodology section, sampling was thus conducted to interview households living in the catchment area of the football pitch constructed in Samer village.

48% of assessed households in Al Sho'aleh do not believe that the availability of public leisure spaces has improved (see Figure 19). Similarly, 49% of interviewed residents are dissatisfied or very dissatisfied with the availability of public leisure spaces in the community. The two primary reasons for dissatisfaction with public leisure spaces were "poor maintenance", cited by 57% of households and "no public leisure spaces", cited by 42% of residents.

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[50] REACH, JESSRP Baseline Study, May 2015, p. 45-7
[51] Ibid., p. 49
[52] Ibid., p. 50

The number of households reporting that there were no public leisure spaces, despite the construction of the football pitch, is reflective of concerns raised during community key informant interviews that existing public leisure spaces did not target the wider public. A key informant explained that the football pitch was appropriate for young males to use, while the rest of the community, specifically women and younger children, were not benefitting from this intervention. They consequently stated that there needed to be more leisure spaces and gardens designed specifically for women and young children. Nevertheless, the intervention appears to be relevant to the community.

Figure 20: Reported levels of household satisfaction with public leisure spaces
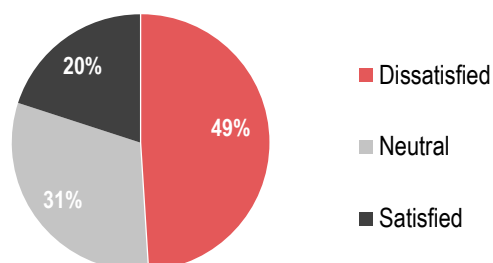
To capture awareness of the project, enumerators asked respondents whether they knew of the project and the interventions being implemented in their municipality. Subsequently, enumerators explained to all respondents in how the project was intervening to improve public leisure spaces in their community. Following this explanation, they were asked whether they were satisfied with the intervention in terms of it addressing a priority need, upon which two thirds of interviewed households stated they are satisfied or very satisfied with the intervention in this regard. This is the highest reported level of satisfaction in this regard across all interventions and municipalities. As is outlined in more detail in the municipality profile in the annex, this finding confirms a successful community consultation process. Interviewed municipality key informants stated that the construction of the football pitch was direct result of discussions held with community members during this process.

Overview: Public leisure spaces

While the focus on a specific set of interventions in just one municipality does not allow for the drawing of conclusions applicable to public leisure spaces and related interventions in general, the assessment findings for interventions in Al Sho'aleh include lessons learnt and good practices potentially replicable in other municipalities. Despite concerns with demographic targeting and the lack of households citing public leisure spaces as a priority need, public leisure space interventions in Al Sho'aleh have provided some tangible benefits for municipal authorities. Specifically and as discussed in the efficiency and sustainability section, contractors have rented the football pitch from municipal authorities, providing a source of revenue to bolster the financial means of municipalities. Furthermore, community key informants noted that they were generally prepared to pay the 1 JOD entrance fee charged by the contractor, stating this came with the benefit of local youth respecting and valuing the space. Therefore, in addition to providing tangible improvements for the community and easing the potential for community tensions, public leisure spaces interventions provide opportunities for income-generation for municipalities, which, in the longer term, could enable municipalities to sustainably deliver improved services. In light of these additional benefits, public leisure space interventions should continue to be considered for future phases of the project.

CONCLUSIONS AND RECOMMENDATIONS

This first round of monitoring has focused on monitoring the relevance of interventions being implemented; the accountability of the consultation and planning processes; the efficiency of procurement and implementation; and the effectiveness of interventions at the current stage of implementation. Given that interventions are still in the early stages of implementation, this first monitoring round did not assess the impact of interventions. Such assessments will form an integral part of future monitoring rounds, as well as the endline assessment to be completed at the end of 2016 or in early 2017. This first round of monitoring thus provides preliminary lessons learned and best practices aiming to inform on-going adjustments and improvements to the project throughout implementation of interventions. Future monitoring rounds and the endline assessment will evaluate how the project has progressed, tracking improvements and challenges over time.

Overall, interventions have begun to be implemented in all municipalities assessed. Despite delays in the procurement process, nearly all equipment and machinery has been delivered to municipalities and authorities have started to put these into use. Nevertheless identified limitations in the community consultation and planning process have caused challenges in terms of the accountability, efficiency and effectiveness of interventions, which should be addressed moving forward. The following sections outline the key findings of this first monitoring round and present recommendations to improve the relevance, accountability, efficiency and effectiveness of interventions in future phases of the project[53].

Relevance of interventions

Interventions appear to be addressing community and municipal top priority needs. However, there was a discrepancy between what municipal officials reported as priority needs and the top priority needs most frequently reported by the community. This could be due to, for example, municipalities perceiving or assessing needs at the overall municipal level, while households might perceive them at the level of the specific area or neighbourhood they live in, or municipalities paying more attention to more visible, infrastructural needs or concerns. Future community consultation exercises should aim to improve communication between municipal officials and communities, with the ultimate aim of aligning priorities and ensuring participatory planning of interventions responding to the communities' needs. Furthermore, municipalities could increase efforts to raise awareness among their residents about the project and about specific interventions being implemented, to improve community perceptions of municipal responsiveness to community needs.

Accountability of process

Two key areas related to accountability were assessed in the monitoring exercise, namely community consultations and the overall planning process. Community consultations are critical exercises which can improve communication between municipalities and citizens, thereby forming a common understanding of community needs and priorities and ultimately increasing community confidence in government institutions. Without inclusive and participatory planning, which is informed by community consultations, transparency and the extent to which communities can hold municipalities to account is limited considerably. Relevant to both community consultations and the overall planning process are complaint mechanisms, which if well-established, form an important channel for communication between municipalities and the citizens they serve.

Challenges

While some municipalities were able to hold broad, inclusive and well-documented consultations, which appear to have informed the planning process, the quality of community consultations appears to have varied considerably. The following key areas for improvement were identified in a large number of the municipalities assessed:

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[53] For a more detailed overview of monitoring findings and recommendations for each individual municipality, please see the municipality profiles in the annex.

- In some municipalities consultations only occurred in the main town or central areas. To broaden community participation, these municipalities could widen the geographical scope of community consultations.

- While a few municipalities actively sought to include a wide range of participants in community consultations, such as female representatives, *mokhtars*[54] and local business owners, this practice was not consistent across all municipalities. To ensure a broad range of perspectives is captured in community consultations, it is important to involve a diversity of participants.

- In a large number of municipalities, the workshops and community discussions included over 50 participants, in some cases up to 200. Large workshops are difficult to manage and provide limited opportunity to solicit the detailed views of each community member present.

- Community consultations were not standardised across municipalities. This was, in part, due to a lack of support and clear external oversight for these consultations. The Municipalities Support Team (MST) has been contracted to provide training and capacity building for municipal officials conducting these consultations for the next phases of the project. This is to ensure consultations successfully solicit community views and community priorities are subsequently used to select and design projects.

- Documentation of community consultations was not available in some of the municipalities assessed. Inconsistent or poor quality documentation makes it difficult to monitor the consultation and planning processes overall and presents challenges in ensuring community priorities are solicited during consultations and are then effectively incorporated into the project planning process.

On the whole, there was limited oversight over the process of drafting comprehensive plans and ensuring these were informed by community consultations. Several challenges were identified in this regard:

- With municipal officials unaccustomed to this practice, several municipalities demonstrated that they did not fully understand the necessity for detailed and comprehensive project documentation and reporting. A lack of comprehensive documentation poses challenges for ensuring the planning process is thorough, effective and participatory, and can be monitored continuously in these regards.

- Illustrative of this broader information management and documentation issue, municipal officials reported to no longer have access to soft or hard copies of their respective comprehensive plans after these were sent to the Cities and Villages Development Bank (CVDB), from where they were transferred to the Ministry of Municipal Affairs (MoMA) for approval. Municipalities stated that they had copies of detailed procurement plans, which they deemed to be the most relevant component of the comprehensive plans and which are the primary basis for project activities monitoring. However, this does suggest limited buy-in on the purpose of retaining copies of plans which detail activities beyond procurement, to be used and referred to during implementation more broadly. Without effective documentation and information management, for example keeping up to date records of what has been planned and what has subsequently been implemented, it is difficult for municipalities to effectively track their process.

Recommendations

To address the challenges outlined, the following recommendations have been developed to improve municipal accountability mechanisms in the course of the project:

- To ensure high quality community consultations and planning processes, prior to project approval, ensure municipalities provide evidence of community consultations to demonstrate how community priorities have informed the selection and design of proposed projects. The MST should support municipalities in this regard, while the Cities and Villages Development Bank (CVDB) and the Ministry of Municipal Affairs (MoMA) are to provide stronger oversight over how community consultations are conducted and inform planning.

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[54] A mokhtar is a local community leader.

– Information management systems should be used to log and store community consultation records and project documents, as well as comprehensive plans.

Efficiency and sustainability of interventions

Equipment and materials necessary for implementation have been successfully procured in nearly all municipalities. However, delays in procurement processes and limited financial planning as well as financial and human resource capacity at the municipal level have resulted in obstacles in the efficient and sustainable implementation of interventions.

Challenges

Efficient procurement and usage is limited by several key factors:

– Procurement processes are reportedly not well understood by municipal and Cities and Villages Development Bank (CVDB) officials. Municipal officials requested further training and support with World Bank procurement processes.

– A lack of a thorough preliminary internal and external evaluation of municipalities' financial and human resource capacities necessary to implement interventions, as well as lack of thorough planning in these regards has meant that municipalities later faced the issue of insufficient in-house capacity to efficiently and sustainably operationalize and use machinery. For example, municipal officials reported not being able to efficiently operationalize new compactors for a lack of drivers and the inability to permanently hire additional staff for sustainable use of new equipment.

– Limited financial planning and a subsequent lack of sufficient resources affected the ability of municipalities to sustainably pay for the use of new equipment (e.g. salaries for additional, permanent solid waste management workers), as well as its maintenance and consistent operation (e.g. electricity bills for public lighting).

– A lack of coordination between aid agencies and other external programmes poses a risk that efforts will be duplicated.

Recommendations

– It is important to ensure more support to municipalities at earlier phases of the project, to facilitate a more robust selection process of interventions, whereby municipalities effectively take into account their capacities to sustainably finance operational and maintenance costs not covered by project funding. In light of identified limited capacities in terms of planning at the municipal level, the Municipalities Support Team (MST) has been contracted to provide greater external support in these processes.

– Ensure stronger continuous oversight over these planning processes through the Cities and Villages Development Bank (CVDB) to monitor the ways in which operational and maintenance costs are being taken into consideration throughout the planning and implementation of interventions. This should include ascertaining that municipalities review their capacities in relation to financial requirements of sustainable operation and maintenance during the planning process.

– To ease constraints in terms of financial capacities reported by municipal authorities, the prospects of introducing income-generating schemes to institutionalise longer term financial sustainability of municipal service delivery could be explored.

– Coordination between agencies and external programmes should be improved, including through harmonised planning of interventions through comprehensive municipal plans. Efforts should be made to build a strategic approach, across all partners working to support municipal authorities, to ensure the added value of each agency is maximised and municipality capacities are holistically and sustainably supported.

Effectiveness of interventions

Overall, interventions have been implemented in nearly all municipalities and some improvements in municipal service delivery were reported by assessed households. However, the effectiveness of interventions has varied across sectors and municipalities. The following section outlines the key challenges for each sector in terms of the effective implementation of interventions, namely in terms of access to and quality of services, as well as community perceptions of improvements in service delivery.

Solid Waste Management

The majority of equipment has been procured. However, there have been inefficiencies in the usage of this equipment due to the lack of robust municipal planning, combined with limited readiness of municipalities to avail themselves of different opportunities for short term funding provided through the project. For some municipalities, the combination of these factors then resulted in limited capacity to operationalize and use procured machinery efficiently and sustainably. Further, some municipalities reported that large distances to landfills delayed garbage collection and prevented efficient and effective service delivery, while a number of community key informants highlighted uneven geographical targeting of interventions.

Recommendations

–   Ensure municipalities adopt a more robust selection and planning process of SWM interventions, which takes into account operational and maintenance costs, and is based on the availability of sufficient municipal human resource and financial capacities to sustainably cover these costs.

–   Ensure even geographical targeting of SWM interventions, based on clear criteria, to contribute to a gradual improvement of service coverage at large, eventually reaching the entire community evenly.

–   Review and assess municipalities' access and distance to landfills and consider the construction or rehabilitation of such sites where long distances hinder efficient service delivery.

Public roads and sidewalks

Planning and oversight for public road interventions were found to be well developed and functioning in general. Yet, room for improvement in planning and implementation remains. Community and municipal key informants in most assessed municipalities reported that roads were often constructed in central urban areas and there was a perception that rural areas had been neglected. In addition, in some municipalities, new roads had been built without public lighting, which makes the roads dangerous to use at night. Furthermore, in one municipality, poor planning of the timing or sequencing of construction has left sidewalks unfinished and unusable by local communities.

Recommendations

–   Ensure even geographical targeting of the rehabilitation of existing and the construction of new roads, with a particular focus on rural and agricultural areas where these were previously deprioritised.

–   Plan and implement public lighting and public road interventions in conjunction to ensure usability of roads.

–   Ensure the sequencing of the construction of public roads and sidewalks is well planned to provide tangible infrastructure improvements for the community without unnecessary delays.

Public lighting

Communities reported high levels of satisfaction with public lighting interventions. Nevertheless, areas for improvement remain. Some municipalities have faced challenges in affording the maintenance costs of new public lighting, specifically the electricity costs related to keeping lights consistently turned on during the night. Moreover, new lighting has not been installed in conjunction with new public roads, and the installation and rehabilitation of lights was perceived to have been constructed in central areas at the expense of more rural and agricultural areas.

Recommendations

– Ensure thorough financial planning to provide for effective and sustainable service delivery.

– Additionally, consider reducing electricity costs and thus bolstering municipal financial capacity through alternative sources of power for public lighting, such as solar power.

– Ensure public lighting is constructed in conjunction with the rehabilitation of existing or the construction of new roads.

– Ensure even geographical targeting of public lighting interventions to specifically include agricultural and rural areas where these have previously been excluded, to contribute to a gradual broadening of service coverage eventually reaching the entire community evenly.

Sanitation

The key complaint of communities, with regards to sanitation, continues to be the lack of access to a public sewer system. However, according to municipal officials interviewed in one assessed municipality, it is not financially feasible to construct a sewer system in the short to medium term. With continued limited access to public desludging services, which were found to be provided at similar prices as private ones while being less broad in coverage, interventions have not yet led to tangible improvements in municipal sanitation services for the community. Without considerable scaling-up of the desludging intervention and in absence of a sewerage network, it is unlikely the community will notice such improvements in service delivery, a key objective of the project. While using desludging trucks to service municipal buildings, as intended by one municipality, could be considered as a money-saving scheme for municipalities, such an approach would require re-focusing interventions on supporting municipal capacities rather than communities through improved municipal service delivery.

Recommendations

In the absence of the possibility to install a sewer system, one of the following could be considered as a method to improve the effectiveness of sanitation interventions:

– Downsize scope of intervention to focus on service delivery to municipal bodies so that municipal costs are reduced. In this way, the intervention would focus on making municipalities more financially sustainable, rather than improving desludging services for the community.

– Alternatively, identify potential for up-scaling public provision, thereby reducing costs for households and ensuring greater coverage of public desludging services for the local community.

– Consider re-allocation of funds to other interventions, if none of the above are feasible.

Public leisure spaces

In these early stages of the project, public leisure space interventions have generally been deprioritised by municipalities in favour of larger infrastructural projects in other sectors. Similarly, public leisure spaces were not frequently cited as a high priority need amongst households surveyed. However, two thirds of respondents in Al Sho'aleh, the only municipality assessed for this sector, perceive the public leisure space intervention there to be addressing a priority need of the community, which is the highest observed level of satisfaction in this regard across sectors and municipalities. Additionally, the football pitch constructed in the municipality is providing a source of income for the municipality and community key informants reported that the space was generally well perceived among residents using it. Therefore, while not necessarily a priority, the construction of public leisure spaces should not be neglected in future phases of the project, given potential benefits to community cohesion and income-generation opportunities. Yet, community key informants in the monitored municipality cited concerns that the public leisure space constructed was targeted at a young male demographic at the expense of women and young children.

Recommendations

– Consider further interventions to improve public leisure spaces, either as part of the project, or in coordination with other actors, to provide income-generation schemes for municipalities and increased public spaces for leisure with a potential to ease community tensions and strengthen social cohesion.

– Improve demographic targeting of public leisure spaces to be planned and implemented in future phases of the project, to ensure that public leisure spaces constructed are appropriate for and benefit all demographics, including women and children.

Cross-cutting recommendations

A number of cross-cutting themes were identified at each stage or level of interventions monitored in this first monitoring round. As a result, the following recommendations are relevant to improve implementation future phases of the project.

– Clarify roles and responsibilities during the community consultations and planning processes through improved communication between the Ministry of Municipal Affairs (MoMA), CVDB and municipalities, in order to ensure stronger internal and external oversight over these processes. With this in mind, for future phases of the project, the Municipalities Support Team (MST) has been contracted to facilitate and support CVDB oversight, in coordination with MoMA experts, with the aim to provide additional support and capacity building for municipality processes.

– Ensure improved information management, documentation of and reporting on planning processes and project implementation to aid oversight, monitoring and efficient delivery. This may necessitate continued communication with municipalities to emphasise the importance and purpose of planning and documentation, as well as more direct capacity building to support municipalities in this regard.

– Although the overall capacity of municipalities has been assessed as part of project design, subsequent approvals of interventions should take into account, and potentially augment, existing financial and human resources and capacities of municipalities. Further, on-going support and guidance, as well as monitoring, throughout intervention implementation may be necessary to ensure planning continuously takes into account operational and maintenance costs, allowing for the sustainability of interventions. This support should take into account municipalities existing planning capacities, to ensure support is adapted to each municipalities specific needs.

– Consider practical steps to ensure coordination with other donor-funded programmes working in municipal governance, with the aim to avoid potential duplication and to holistically address gaps in municipal governance and service delivery.

Assessment tools

1. HOUSEHOLD SURVEY

GPS Location (coordinates): _____

Date (DD/MM/YY): _____

Demographics:
1.1 Governorate
- Irbid
- Mafraq

1.2 Municipality [add drop down menu] – list of 9 municipalities

1.3 Location type:
□ Urban □ Rural □ Peri-urban

1.4 What is your nationality?
- Jordanian
- Syrian
- Other, please specify: _____

1.5 Respondent's sex: □ Male □ Female

1.6 Respondent's age _____

1.7 Respondent's marital status
- Single
- Married
- Divorced or separated
- Widowed

1.8 What is the highest education level of the respondent?
- No formal education
- Primary
- Secondary
- Vocational training
- University degree
- Post graduate
- Other, please specify: _____

1.9 How long have you lived in the community?
- Less than 6 months
- 6 months to 1 year
- 1 - 2 years
- More than 2 years

2.1 What are your top three priority needs?

First priority	Second priority	Third priority
SWM	SWM	SWM
Sanitation	Sanitation	Sanitation
Job creation	Job creation	Job creation
Public roads	Public roads	Public roads
Sidewalks	Sidewalks	Sidewalks
Organisation and regulation of markets	Organisation and regulation of markets	Organisation and regulation of markets
Public lights	Public lights	Public lights
Leisure spaces	Leisure spaces	Leisure spaces
No priority need	No priority need	No priority need
Other, please specify: _____	Other, please specify: _____	Other, please specify: _____

2.1 Do you feel that the municipality responds to your priority needs?
- Strongly agree
- Agree
- Neutral
- Disagree
- Strongly disagree

2.2 If strongly disagree or disagree for 2.1, why?
- Didn't address primary needs
- Not in my area
- Prioritised another community
- Badly managed
- Not implemented yet
- Other, please specify: _____

2.3 Have you been consulted by municipality authorities on priority needs of communities?
□ 1 Yes □ 2 No

2.4 If 2.3 yes, how many times?
_____# of times

2.5 If 2.3 yes, were you satisfied with this process?
- Very satisfied
- Satisfied
- Moderately satisfied
- Dissatisfied
- Very dissatisfied

2.6 If 2.3 yes, which sector were you consulted on?
- ☐ SWM
- ☐ Sanitation
- ☐ Public roads
- ☐ Public lights
- ☐ Leisure spaces
- ☐ Other, please specify: _____

2.7 Would you mind us conducting a separate second interview to ask about this consultation process further?
☐ 1 Yes ☐ 2 No

2.7.1 Name:_____
2.7.2 Phone number: _____

2.8 Please tick the following boxes to indicate what you believe is a municipality service?

☐ SWM	☐ Organization and regulation of markets
☐ Sanitation	☐ Education
☐ Water	☐ Public lights
☐ Job creation	☐ Health
☐ Public roads	☐ Leisure spaces
☐ Sidewalks	☐ Don't know
☐ Livelihoods	☐ Other, please specify: _____

Note: Please explain to participant, which services fall under municipality mandate

2.9 Are you aware of how to make a complaint to municipality services?
☐ Yes ☐ No

2.10 Have you ever made a complaint to municipality services?
☐ Yes ☐ No

2.10.1 If 2.10 no, why not?
- ☐ No need
- ☐ Didn't know how to
- ☐ Didn't believe they would respond
- ☐ Did not want to create tensions with authority
- ☐ Other, please specify: _____

2.10.2 If 2.10 yes, what was the complaint about?
- ☐ SWM
- ☐ Sanitation
- ☐ Job creation
- ☐ Public roads
- ☐ Sidewalks
- ☐ Organisation and regulation of markets
- ☐ Public lights
- ☐ Public leisure spaces
- ☐ Other, please specify: _____

2.10.3 If 2.10 yes, were you satisfied with how the municipality responded to this complaint?
- ☐ Very satisfied
- ☐ Satisfied

- ☐ Moderately satisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied

2.11 Would you mind us conducting a separate second interview to ask about the process of the complaint further?
☐ Yes ☐ No

2.11.1 Name: _____
2.11.2 Phone number: _____

SWM

1. What is the main way your households disposes of garbage from your HH?
- ☐ Drop it in public bins
- ☐ Drop it anywhere outside
- ☐ Drop in informal dumping areas
- ☐ Pay someone to collect it
- ☐ Burn it
- ☐ Bury it
- ☐ Other, please specify: _____

2. How long in minutes does it take you to reach the nearest garbage bin?
_____minutes

3. How often is the municipality collecting garbage in your community?
- ☐ Every day
- ☐ Once every two days
- ☐ Once a week
- ☐ Once every two weeks
- ☐ Once a month
- ☐ More than once a month
- ☐ Never
- ☐ Don't know

4. Are you satisfied with the waste management services provided by the municipality in your community?
- ☐ Very satisfied
- ☐ Satisfied
- ☐ Moderately satisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied

4.1 If unsatisfied or very unsatisfied for 4, why?
- ☐ Garbage collection is not frequent enough
- ☐ Not a priority service for municipality
- ☐ No waste management service provided
- ☐ No public waste bins
- ☐ Distance to public bins is far
- ☐ Increase in pests (i.e. increase in insects, rodents, stray dogs due to accumulation of waste)
- ☐ Not enough waste management workers
- ☐ Waste management services is poorly run
- ☐ Other, please specify: _____

5. Garbage collection has improved in your community in the past six months?
- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

5.1 How has it improved?
- ☐ More bins
- ☐ More frequent rubbish collection
- ☐ More reliable service
- ☐ Now less waste in community
- ☐ Other, please specify: _____

6. Are you aware of JESSRP intervention to improve solid waste management services?
☐ Yes   ☐ No

Enumerator provides explanation of JESSRP intervention in municipality

7. Do you feel this intervention addresses your priority needs for municipality services?
- ☐ Very satisfied
- ☐ Satisfied
- ☐ Moderately satisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied

8. We are looking to contact community representatives on the issues we have discussed with you, is there anyone in the community who you believe would know more or can represent the communities' views?
☐ Yes   ☐ No
8.1 Do you have their contact details?
☐ Yes   ☐ No

8.1.1 Name: _____
8.1.2 Phone number: _____

8.1.3 Please provide details of organisation/position in community?

8.2 If no, please explain how we might be able to find them: _____

Public Roads

1. Are you satisfied with the way the municipality is maintaining the roads and the sidewalks, in your community?
- ☐ Very satisfied
- ☐ Satisfied
- ☐ Moderately satisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied

1.1 if unsatisfied or very unsatisfied for 1, why?
- ☐ No maintenance
- ☐ Irregular maintenance

- ☐ Poorly maintained
- ☐ Other, please specify_____

2. Are you satisfied with the quality of public roads in your community?
- ☐ Very satisfied
- ☐ Satisfied
- ☐ Moderately satisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied
- ☐ Don't know

2.1. If unsatisfied or very unsatisfied for 2, why?
- ☐ No sidewalks
- ☐ Poorly maintained roads
- ☐ Incurred additional cost to fix car
- ☐ Narrow roads
- ☐ Dangerous roads
- ☐ Other , please specify_____

3. Road maintenance has improved over the past six months?
- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

4. Safety on public roads has improved?
- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

5. New roads opened have improved access to markets and services?
- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

6. Are you aware of JESSRP intervention to improve public roads?
☐ Yes   ☐ No

Enumerator provides explanation of JESSRP intervention in municipality

7. Do you feel this intervention addresses your priority needs for municipality services?
- ☐ Very satisfied
- ☐ Satisfied
- ☐ Moderately satisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied

8. We are looking to contact community representatives on the issues we have discussed with you, is there

anyone in the community who you believe would know more or can represent the community's views?
□ Yes   □ No

8.1. Do you have their contact details?
□ Yes   □ No

8.1.1 Name: _____
8.1.2 Phone number: _____
8.1.3 Please provide details of organisation/position in community_____

8. 2 If no, please explain how we might be able to find them_____

Public Lighting

1. Are you satisfied with the availability of public lighting in your community?
- Very satisfied
- Satisfied
- Moderately satisfied
- Dissatisfied
- Very dissatisfied
- Don't know

1.1 If unsatisfied or very unsatisfied for 1, why?
- No public lighting available
- Poor public lighting
- All public lighting needs maintenance
- Irregular maintenance
- Other, please specify: _____

2. Do you feel unsafe in your community at night?
- Always
- Most of the time
- Sometimes
- Rarely
- Never

2.1 If always, most of the time, sometimes for 2, why? Rank first three most important:

First most important	Second most important	Third most important
☐ Poor street lighting	☐ Poor street lighting	☐ Poor street lighting
☐ Fear of criminal activity	☐ Fear of criminal activity	☐ Fear of criminal activity
☐ Gang presence	☐ Gang presence	☐ Gang presence
☐ Fear of harassment	☐ Fear of harassment	☐ Fear of harassment
☐ Substance abuse	☐ Substance abuse	☐ Substance abuse
☐ Cultural inappropriate to be in streets after dark	☐ Cultural inappropriate to be in streets after dark	☐ Cultural inappropriate to be in streets after dark
☐ Don't know	☐ Don't know	☐ Don't know
☐ Other, please specify: _____	☐ Other, please specify: _____	☐ Other, please specify: _____

3. Quality and availability of public lighting has improved over the past six months
- Strongly agree
- Agree
- Neutral
- Disagree
- Strongly disagree

4. Are you aware of JESSRP intervention to improve public lighting?
□ Yes   □ No

Enumerator provides explanation of JESSRP intervention in municipality

5. Do you feel this intervention addresses your priority needs for municipality services?
- Very satisfied
- Satisfied
- Moderately satisfied
- Dissatisfied
- Very dissatisfied

6. We are looking to contact community representatives on the issues we have discussed with you, is there anyone in the community who you believe would know more or can represent the community's views?
□ Yes   □ No

6.1. Do you have their contact details?
□ Yes   □ No

6.1.1 Name: _____
6.1.2 Phone number: _____
6.1.3 Please provide details of organisation/position in community: _____

6.2 If no, please explain how we might be able to find them: _____

Sanitation

1. Do you have access to the sewer system?
□ Yes   □ No

2. If 1 no, what's your main method of desludging?
- Public desludging trucks
- Private desludging trucks
- Informal services [i.e. No orange trucks]
- Don't empty it
- Dig another pit

☐ Don't know

3. If 1 no, how much did you spend in the last six months on desludging?
_____ JOD

4. If 1 no, how many times did your latrine pit overflow in the last six months?
_____ times

5. If 1 no, does the municipality provide a desludging service to the community?
☐ Yes   ☐ No

6. If 5 yes, are you satisfied with desludging services provided by the municipality in your community?
☐ Very satisfied
☐ Satisfied
☐ Moderately satisfied
☐ Dissatisfied
☐ Very dissatisfied

6.1 If very dissatisfied or dissatisfied for 6, why?
_____

7. If 1 no, municipal desludging service has improved in the past six months
☐ Strongly agree
☐ Agree
☐ Neutral
☐ Disagree
☐ Strongly disagree

8. Have pests decreases or increased in the past six months?
☐ Strongly increase
☐ Slightly increase
☐ No change
☐ Slightly decrease
☐ Strongly decrease

8.1 if slightly decrease or strongly decrease for 8, why do you think?
☐ Don't know
☐ Less waste in community
☐ Seasonal
☐ Pest control by communities
☐ Pest control by municipalities
☐ Other , please specify_____

9. Are you aware of JESSRP intervention to improve sanitation services?
☐ Yes   ☐ No

Enumerator provides explanation of JESSRP intervention in municipality

10. Do you feel this intervention addresses your priority needs for municipality services?
☐ Very satisfied

☐ Satisfied
☐ Moderately satisfied
☐ Dissatisfied
☐ Very dissatisfied

11. We are looking to contact community representatives on the issues we have discussed with you, is there anyone in the community who you believe would know more or can represent the community's views?
☐ Yes   ☐ No

11.1. Do you have their contact details?
☐ Yes   ☐ No

11.1.1 Name: _____
11.1.2 Phone number: _____
11.1.3 Please provide details of organisation/position in community?

11.2. If no, please explain how we might be able to find them_____

Public leisure spaces

1. How often do you go to the park in your community?
☐ Daily
☐ Twice a week
☐ Once a week
☐ Every two weeks
☐ Once a month
☐ Once every two months
☐ Never

1.1 If never for 1, why?
☐ Not safe
☐ Not close
☐ Prefer to stay at home
☐ No children
☐ Other, please specify_____

2. How far is the nearest park from your community in minutes?
_____ minutes

3. Are you satisfied with the availability and quality of public leisure spaces provided by the municipality in your community?
☐ Very satisfied
☐ Satisfied
☐ Moderately satisfied
☐ Dissatisfied
☐ Very dissatisfied
☐ Don't know

3.1 If unsatisfied or very unsatisfied for 3, why?
☐ No public leisure spaces
☐ Not a priority for municipality
☐ Overcrowded public leisure spaces
☐ Not enough leisure spaces
☐ Public leisure spaces are far
☐ Poorly maintained/equipped leisure spaces

☐ Other, please specify _____

4. Availability of public leisure spaces improved over the past six months?
- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

5. Are you aware of JESSRP intervention to improve public leisure spaces?
□ Yes   □ No

Enumerator provides explanation of JESSRP intervention in municipality

6. Do you feel this intervention addresses your priority needs for municipality services?
- ☐ Very satisfied
- ☐ Satisfied
- ☐ Moderately satisfied
- ☐ Dissatisfied
- ☐ Very dissatisfied

7. We are looking to contact community representatives on the issues we have discussed with you, is there anyone in the community who you believe would know more or can represent the community's views?
□ Yes   □ No

7.1. Do you have their contact details?
□ Yes   □ No

7.1.1 Name: _____
7.1.2. Phone number: _____
7.1.3. Please provide details of organisation/position in community: _____

7.2 If no, please explain how we might be able to find them: _____

2. MUNICIPALITY KEY INFORMANT QUESTIONNAIRE

1. [open question] What was the process used to decide which interventions would be implemented [probing questions: When did this process occur, who took key implementation decisions, did they feel it was a transparent process?]
2. Does the municipality have a comprehensive plan? [Enumerator will ask for a copy]
   □ Yes   □ No
   a. If yes to 2, does the plan provide an outline for procurement?
       □ Yes   □ No

       i. Has there been deviation from the plan in this regard?
           □ Yes   □ No   If yes, please provide details: _____
   b. If yes to 2, does the plan outline when the interventions will be implemented?
       □ Yes   □ No

       i. Has there been deviation from the plan in this regard?
           □ Yes   □ No   If yes, please provide details: _____
   c. If yes to 2, does the plan outline who will be targeted for interventions?
       □ Yes   □ No

       i. Has there been deviation from the plan in this regard?
           □ Yes   □ No   If yes, please provide details:_____
   d. If yes to 2, does the plan outline where interventions will be conducted?
       □ Yes   □ No   If yes, please outline on map [relevant for public lighting and roads]

       i. Has there been deviation from the plan in this regard?
           □ Yes   □ No   If yes, please provide details:_____
   e. [If first question on process of decision making answers this question, please skip]]
       How was the plan developed and with which stakeholders? _____

3. [open question] How has the community been consulted about the intervention? _____

   a. If community has been consulted, what was the form of the consultation? [SELECT ALL THAT APPLY]
       □ Focus group discussions   □ Key informant interviews
       □ Surveys   □ Bilateral meetings
       □ Development committees   □ Workshops
       □ Informal conversations
   b. [open question] How were communities selected for consultation? _____
   c. Number of consultations conducted? _____

    d. Who participated in the consultations? [# females, # males, # Syrians, # from relevant geographical locations [select from BSUs from each municipality]]: _____

4. Have the results of these consultation been logged?
    □ Yes   □ No

    If yes, enumerator asks to see records, and discusses with KI how these results were used to develop plans for implementation [open question; need official letter from MoMA]: _____

5. Please provide details of a) who was consulted (so we can contact them for community key informant interview; b) *mokhtar* [traditional authority figures]; c) key stakeholders in this sector within the community, so we can speak to the community about these issues too: _____

6. **SWM, sanitation, public leisure spaces**: In your opinion, do you think that the benefits of the intervention were spread across the municipality according to community needs?
    □ Yes   □ No   If no, why? [open question]

6. **Public roads, public lighting**: Please highlight on map
    a. where roads/public lighting are worst in municipalities
    b. where interventions took place
    c. Why did the municipality choose these areas for interventions? [Enumerator list reasons on map]
    d. In your opinion, do you think that the benefits of the intervention were spread across the municipality according to community needs?
        □ Yes □ No   If no, why? [open question]

7. What is top need for municipal authorities [SELECT TOP 3: equipment, human resources [labour], human resources, training]
    1. _____
    2. _____
    3. _____
       ii. IF training please describe: human resources [incentives], information management, cash? _____

8. In the last six months, are there other interventions [not JESSRP] which are supporting municipal solid waste management/sanitation/public road/public leisure spaces/public lighting services?
    □ Yes   □ No

9. [open question] Which other projects are supporting the municipality in the solid waste management/sanitation/public road/public leisure spaces/public lighting sector [please list agencies]: _____

10. [open question] What type of support is being provided, outside of JESSRP project?

11. Where are other interventions occurring? [SELECT ALL THAT APPLY [whole municipality, list of BSUs]]: _____

12. Is the municipality responsible for the cost of maintenance of the SWM machinery/septic tanks/cost of public roads/ the playground/public lighting?
    □ Yes   □ No   If no, who is responsible for covering this cost? _____

13. Prior to the start of the intervention, what was the average cost of
    a. garbage collection per month? _____ JOD *(SWM)*
    b. the desludging service for the municipality per month? _____ JOD *(sanitation)*
    c. road maintenance (per KM) per month? _____ JOD *(public roads)*
    d. playground maintenance per month? _____ JOD *(public leisure spaces)*
    e. monthly running cost of public lighting? _____ JOD *(public lighting)*

14. In the past month, what was the average
    a. cost of garbage collection? _____ JOD *(SMW)*
    b. cost of the desludging service for the municipality? _____ JOD *(sanitation)*
    c. of road maintenance? [please indicate in answer whether this is municipality or World Bank paying] _____ JOD *(public roads)*
    d. monthly maintenance cost of the playground? [Secondary data suggests responsibility for maintenance handed to contractor, please ask who and whether municipality paying contractor, or contractor paying to be able to manage and receive revenue from public leisure space] _____ JOD *(public leisure spaces)*
    e. monthly running cost of the lighting units? _____ JOD *(public lighting)*

15. Prior to the start of the intervention, what was the average monthly maintenance cost of
    a. the compactors? _____ JOD (*SWM*)
    b. equipment procured to manufacture containers? (*SWM*)

    c.   septic tanks? _____JOD (*sanitation*)

    d.   monthly revenue of the playground? _____ JOD *(public leisure spaces)*

16. In the past month what is the average monthly maintenance cost of

    a.   the compactors? _____ JOD *(SWM)*

    b.   equipment procured to manufacture containers? *(SWM)*

    c.   the septic tanks? _____ JOD *(sanitation)*

    d.   cost of road rehabilitation divided by # of KM? _____ JOD [please indicate in answer whether this is municipality or World bank paying] *(public roads)*

17. [open question] If JESSRP funding was removed, how would the municipality continue to fund this?

18. Has there been any additional cost, outside of JESSRP funds, incurred by the municipality to

    a.   operationalize compactors and containers? *(SWM)*
        □ Yes   □ No
            i.   If yes, what type of costs were outside of JESSRP funding?
           ii.   If yes, how much?

    b.   operationalize septic tanks? *(sanitation)*
        □ Yes   □ No
           iii.   If yes, what type of costs were outside of JESSRP funding?
           iv.   If yes, how much?

    c.   maintain rehabilitated roads?
        □ Yes   □ No
            v.   If yes, what type of costs were outside of JESSRP funding?
           vi.   If yes, how much

    d.   maintain new roads?
        □ Yes   □ No
           vii.   If yes, what type of costs were outside of JESSRP funding?
          viii.   If yes, how much

    e.   operationalize new public leisure space?
        □ Yes   □ No
           ix.   If yes, what type of costs were outside of JESSRP funding?
            x.   If yes, how much

    f.   operationalize new or rehabilitated public lighting?
        □ Yes   □ No
           xi.   If yes, what type of costs were outside of JESSRP funding?
          xii.   If yes, how much

7.   **SWM**: How far is the landfill from the municipality? _____ km

8. **SWM**: Prior to the start of the intervention, what were the targets for average weekly garbage collections across municipalities? [1-7 days] _____

9. **SWM**: In the last month, what was the target for average weekly garbage collections across municipality? [1-7 days]

10. **SWM**: Number of
    a.   tipper trucks: _____
    b.   tipper tanks: _____
    c.   containers: _____
    d.   compactors: _____

11. **Sanitation**: Prior to the start of the intervention, what were the targets for average weekly desludging service? [1-7 days]

12. **Sanitation**: What was the target for average desludging service across the municipality in the last month? [1-7 days]

13. **Sanitation**: Number of septic tanks: _____

14. **Public roads**: Number/KM of
    a.   Rehabilitated roads: _____ km
        i.   How many km of rehabilitated roads are there?
    b.   New roads opened: _____ km
        i.   How many km of new opened roads are there?

15. **Public roads**: Number of
    a. loaders: _____
    b. pressure compressors: _____
    c. 4 wheel drive trucks: _____
    d. sidewalks built/rehabilitates: _____ km
    e. of water drainage for roads constructed: _____ km

16. **Public leisure spaces**: Average number of people visiting the playground per day: _____

17. **Public leisure spaces**: What was the average number of daily visitors to playgrounds prior to intervention? _____

18. **Public leisure spaces**: What is the average number of daily visitors to playgrounds now? _____

19. **Public leisure spaces**: Number of public leisure spaces built: _____

20. **Public lighting**: How many new lighting units were installed in the community? _____

21. **Public lighting**: How many old public lighting units were replaced in the community? _____

22. **Public lighting**: What is the average time per day that the light units are turned off?

23. **Public lighting**: What is the average time per day that the light units are turned on?

24. Any additional equipment (please provide details + amount]: _____

25. Please indicate where interventions expected to have occurred [SELECT ALL THAT APPLY: All municipality, list of BSUs]

26. Have you received any complaints from citizens regarding solid waste management/sanitation/public roads/public leisure spaces/public lighting?
    □ Yes   □ No
       i. If yes, please describe the content of the complaint: _____
       ii. How did you respond to these complaints? _____

27. How many people have been employed [directly by municipality] because of JESSRP intervention? _____
    a. Of which how many women? _____
       i. Type of employment of women: □ Permanent □ Temporary   □ Daily
    b. Of which how many Syrians? _____
       i. Type of employment of Syrians: □ Permanent □ Temporary   □ Daily
       ii. If no Syrians, why?
          □ No Syrians applied   □ Work permits   □ Skills   □ Jobs for Jordanians   □ Other

28. How many local contractors were contracted because of the JESSRP intervention?

29. Overall, what is the financial worth of local contracts signed to maintain solid waste management/sanitation/public road/public leisure spaces/public lighting services?

30. [open question] In what ways do you believe the JESSRP intervention could be improved? _____

3. COMMUNITY KEY INFORMANT QUESTIONNAIRE

1. Governorate
   □ Irbid
   □ Mafraq

2. Municipality: _____
3. BSUs: _____
4. Location type:
   □ Urban □ Rural □ Peri-urban
5. What is your nationality:
   □ Jordanian
   □ Syrian

    ☐ Other, please specify: _____

6. Respondent's sex: ☐ Male ☐ Female
7. Respondent's age: _____
8. Respondent's marital status
    ☐ Single
    ☐ Married
    ☐ Divorced or separated
    ☐ Widowed
9. What is the highest education level of the respondent?
    ☐ No formal education
    ☐ Primary
    ☐ Secondary
    ☐ Vocational training
    ☐ University degree
    ☐ Post graduate
    ☐ Other, please specify: _____
10. How long have you lived in the community? [individuals only interviewed if more than 6 months
    ☐ Less than 6 months
    ☐ 6 months to 1 year
    ☐ 1 - 2 years
    ☐ More than 2 years
11. [open question] - Please specify details: aka association with organisation, position within organisation, affiliation to *mokhtar* or religious group etc.: _____
12. [SKIP: If same as above] Please describe both organisation, sector and position interviewee is employed with
13. What are the top three priority needs in the community? [open]
    1. _____
    2. _____
    3. _____
14. **Public roads**: Please outline where there are bad/good public roads in the municipality [on map/list of areas in municipality]

15. **Public lighting**: Please outline where there is bad/good public lighting [on map/list of areas in municipality]

16. Are you aware of JESSERP intervention on SWM/sanitation/public roads/public leisure spaces/public lighting? [depending on which interventions took place in municipality key informant lives]
    ☐ Yes   ☐ No
    i. If no, how can the municipality help you to know more about it? [open question]
        _____

17. Have you participated in any consultation related to this intervention?
    ☐ Yes   ☐ No
    i. If yes, how many times?
    ii. If yes, when was the last time you were consulted [date] and how was the consultation conducted? [open question]
18. Thinking back to the last time you were consulted, or, more generally, if you have never been directly consulted: do you feel that your views were taken into account by the municipality?
    ☐ Yes   ☐ To some extent   ☐ No
    i. If to some extent or no, why? [open question]
19. Are you aware of how to make a complaint to municipality services?
    ☐ Yes   ☐ No
20. Have you ever made a complaint to municipality services?
    ☐ Yes   ☐ No
    i. If no, why not?
        ☐ No need   ☐ Didn't know how to   ☐ Didn't believe they would respond
        ☐ Didn't want to create tensions with authority

    ii. If yes, what was the complaint about? [SELECT ALL THAT APPLY]
        ☐ SWM ☐ Sanitation ☐ Job creation ☐ Public roads, sidewalks ☐ Organisation and regulation of markets ☐ Public lights ☐ leisure spaces

iii. If yes, were you satisfied with how the municipality responded to this complaint?

□ Very satisfied □ Satisfied □ Dissatisfied □ Very dissatisfied

21. Are you satisfied with the way that municipality has used the JESSRP fund?

□ Very satisfied □ Satisfied □ Moderately Satisfied □ Dissatisfied □ Very dissatisfied

i. If 'dissatisfied' or 'very dissatisfied', why? [open question]

22. **SWM:** In the last week, how many times was garbage collected in your community?

23. **Sanitation**: From your knowledge, how many people have benefitted from septic tank?

24. **Public roads**: Do you know where JESSRP interventions to improve public roads have been implemented?

□ Yes □ No If yes, ask to outline where on map/list of areas in municipality

25. **Public roads**: Please outline where public roads were rehabilitated or new roads constructed as part of intervention? [on map/list of areas in municipality] [enumerator please differentiate between rehabilitated and new roads]

26. **Public roads**: From your opinion why did the municipality choose these areas for interventions?

27. **Public leisure spaces**: Number of people using leisure space per day: _____

28. **Public lighting**: Do you know where JESSRP interventions to improve public lighting have been implemented?

□ Yes □ No If yes, ask to outline on map/list of areas in municipality

29. **Public lighting:** Please outline where public lighting was rehabilitated or new public lighting installed as part of intervention [on map/list of areas in municipality] [enumerator please differentiate between rehabilitated and new public lighting]

30. **Public roads**: From your opinion why did the municipality choose these areas for interventions?

31. Are you satisfied with municipal solid waste management/sanitation/public roads/public leisure spaces/public lighting services in your community?

□ Yes □ No

i. If no, why not? [open question]

32. Overall, are you satisfied with JESSRP intervention in solid waste management/sanitation/public roads/public leisure spaces/public lighting services?

□ Very satisfied □ Satisfied □ Moderately Satisfied □ Dissatisfied □ Very dissatisfied □ Don't know

i. If 'dissatisfied' or 'very dissatisfied', why? [open question]

33. Are you satisfied with the geographical areas which have been targeted?

□ Yes □ No

i. If no, why not? [open question]

34. **SWM**: Has waste accumulation in the community decreased since start intervention?

□ Yes □ No

35. **SWM**: Has garbage collection increased since the start of the intervention?

□ Yes □ No

36. **Sanitation**: Have sanitation services improved in your community since the start of the intervention?

□ Yes □ No

37. **Public roads**: Please outline where are there any roads which have improved in the last six months [on list of areas in municipality]

38. **Public roads:** Please outline where are there any new roads been built in the last six months [on list of areas in municipality]

39. **Public leisure spaces**: Are there now more child friendly spaces in the community?

□ Yes □ No

i. If no, why not? [open question]

40. **Public lighting**: Does the community feel more comfortable going out at night since the improvement of public lighting?

□ Yes □ No

41. **Public lighting**: Please outline where you feel most/least safe? [on list of areas in municipality]

42. **Public lighting**: Please outline where public lighting has improved [on list of areas in municipality]

43. **Public lighting**: Please outline where public lighting has got worse [on list of areas in municipality]