



# JORDAN

## COUNTRY IMPACT STUDY 2022

# CADRI

## Partnership

Capacity for Disaster  
Reduction Initiative

The CADRI Partnership is a global UN-led partnership that works towards strengthening countries' capacities to pursue integrated and coherent solutions to reduce disaster and climate risks across the Sustainable Development Goals (SDGs).

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Conception: Lesley Musembi

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# FOREWORD.

The Hashemite Kingdom of Jordan and the UN Country Team mobilized the CADRI Partnership expertise to support an assessment of national and local capacities to manage and reduce disaster risk with a focus on information management, coordination, roles and responsibilities, and preparedness arrangements.

Responding to this request, in 2017, the CADRI Partnership facilitated a diagnosis of disaster risk management capacities in eight sectors: construction, infrastructure, environment, water/WASH, agriculture, cultural heritage, education and health. The diagnosis' findings and recommendations informed the National Disaster Risk Reduction Strategy 2019-2022 and the development of a UN Disaster Risk Reduction (DRR) framework.

In 2022, the CADRI Board of Directors selected Jordan to review the impact of the CADRI inter-agency support in the country, five years after the capacity diagnosis took place.

This impact study sought feedback from the Government and the UNCT on the relevance, usefulness, and practicality of the technical support provided. The study examines to what extent the CADRI services have contributed to increased investment in capacity development for DRR and climate change adaptation (CCA) and strengthened risk governance systems. More specifically, it assesses the level of uptake and status of implementation of recommendations by the Government and the UN Country Team (UNCT).

This impact study was undertaken under the leadership of IOM and UNDP in their capacity as co-chairs of the CADRI Partnership with the support of FAO and UNICEF, as part of the CADRI monitoring & evaluation (M&E) plan to support the CADRI Board of Directors in their oversight function.

# CADRI Technical Support



**Scoping Mission**  
24-26 October 2016



**Capacity Assessment Mission**  
16 September-1 October 2017



**Validation of recommendations**  
May 2018



**Prioritization of recommendations**  
May 2018



**UN Programming Framework**  
2019-2022



**National DRR strategy**  
2019-2022

## CADRI multi-disciplinary team

7

**CADRI Experts:**  
FAO, IFRC, OCHA,  
UNDP, UNICEF, UNEP,  
UNISDR

4

**UNDAC and EUCP experts**

12

**Government, NCSCM, and JCD experts**

5

**UNCT experts**

## CADRI diagnosis coverage

8

**Sectors:**  
Housing, Infrastructure, Agriculture, Environment, Water Resources Management, Cultural Heritage, Education, Health

3

**Central level institutions**

6

**Local level institutions**

6

**Regions:**  
Mafraq, Irbid, Amman, Zarqa, Aqaba, Petra

# THE ACTION.

In September 2017, in response to the request of the Government of Jordan and the UN Resident Coordinator, the CADRI Partnership deployed a multidisciplinary team to facilitate a capacity diagnosis with a focus on information management, risk governance and disaster preparedness arrangements. The capacity diagnosis covered eight sectors: construction, infrastructure, environment, water/WASH, agriculture, cultural heritage, education and health.

In May 2018, the main findings and recommendations of the capacity diagnosis were presented to the National Security Council and a group of sector ministries in a national validation and prioritization workshop. Out of an extensive list, six key recommendations were prioritized by the Government. The capacity diagnosis recommendations informed the National DRR Strategy 2019-2022, which explicitly acknowledges the CADRI Partnership contribution. Signed by the Prime Minister in December 2018, the Strategy attempts to address some of the points raised by the capacity diagnosis: it aims at clarifying roles and mandates at the central and municipal levels, strengthening the integration between DRR and water and agriculture strategies, enforcing the development of municipal and sectoral DRR plans as well as integrating DRR in the school curriculum.

In 2020, the CADRI Partnership supported the UNCT to select several priority recommendations for Joint Action under the UN Sustainable Development Cooperation Framework 2018-2022 which resulted in a UN joint programming framework in DRR.

# COUNTRY PROFILE.

The Hashemite Kingdom of Jordan faces a wide range of hazards, from heatwaves, storms, landslides, flash floods, forest fires and drought to earthquakes, epidemics and industrial accidents. Due to high population growth and density as well as physical infrastructure vulnerabilities, the frequent seismic activity in the region can have a serious impact. Flash floods are increasing due to rapid unplanned urbanization and insufficient drainage systems. Recurrent droughts cause economic stress especially on drinking water and agriculture with adverse implications for food security. Unsustainable land management leads to land degradation further stressing food security. The influx of refugees, who make up one-third of the population, further compounds the country's vulnerability to disasters by placing additional strain on its natural resources and social and physical infrastructure.

It is expected that climate change will increase the frequency and intensity of extreme weather events further and lead to rising temperatures, decreased precipitation, shifts in seasonal rainfall patterns and accelerated desertification. Strengthening capacities to tackle disaster and climate risk is critical for a country that is one of the most water-stressed countries worldwide.

# MAIN FINDINGS.

The CADRI engagement was of high benefit to the Government and the UNCT at the time. It influenced the political and institutional framework of Jordan with effects on risk reduction measures on the ground. Five years after its launch, the CADRI capacity diagnosis remains a main reference document in the country to guide DRR policies and programmes.

# Key results:

## Common Understanding

The CADRI capacity diagnosis marked the first in-depth assessment of DRR in the country and contributed to building a common understanding of DRR among different institutions and stakeholders.

Despite the increased level of awareness and understanding of DRR within the Government, it remains challenging to engage some of the sectoral ministries on DRR/CCA matters. Thus, the need to further increase awareness and public education on disaster exposure and vulnerability remains.

## Governance and Policy Development

Jordan has elevated DRR to a national security issue under the direct leadership of the National Center for Security & Crisis Management (NCSCM). The capacity diagnosis led to significant progress in the governance set up with the adoption of progressive disaster sensitive policies and plans (including agriculture action plan, education strategy, environment strategy, CCA strategy, hazard-specific contingency plans), institutional reform and an increased focus on Early Warning Systems (EWS). However, the national DRR system is still at an early stage of implementation.

The first National DRR Strategy 2019-2022, which was developed as a direct outcome of the capacity diagnosis, was a first attempt to address some of these gaps with the view to promote a whole-of-government and whole-of-society approach. The new strategy 2022-2030 will also include biological hazards and reflect lessons learnt from the COVID-19 pandemic.

The CADRI process helped to strengthen the collaboration among different ministries on the topic of risk. The NCSCM convenes more regular meetings with liaison officers from the different ministries. The creation of the national risk register was the first concrete outcome of this enhanced collaboration. This risk register is being updated on a rolling basis with inputs from the different sectoral ministries.

## Increased Investment in Drought, Flood and Fire Risk Management

The capacity diagnosis recommendations emphasized the need to prioritize the strengthening of early warning systems, in particular for drought and flash floods. There is overall a stronger interest in many parts of government to strengthen their country systems and competencies in DRR, preparedness and prevention.

In 2018, under the leadership of the Ministry of Water and Irrigation (MWI) in collaboration with the Ministry of Environment, the Ministry of Agriculture (MoA), the National Center for Agricultural Research and Extension and the Meteorological Department, a drought monitoring system was revised to inform integrated drought mitigation measures across the different ministries and to enable more efficient water usage and sustainable water resource management.

In the same year, the Petra Development and Tourism Region Authority in partnership with the Department of Meteorology launched an EWS for flash floods in Petra and Wadi Mousa with cost-sharing from the Swiss Development Cooperation (SDC) and UNDP. It works to identify flood threats in Wadi Musa and Petra to trigger evacuation plans. In 2020, MWI and NCSCM started a new initiative on flood hazard and risk mapping with SDC support.

Further progress is the collaboration established between the MoA Animal Health Division and the Ministry of Health through the One Health Committee (consisting of six staff from the veterinary department and six staff from the health department) for the prevention of zoonotic diseases and better integrated case-based disease surveillance on human-animal health. They have a joint work plan to run risk assessments for zoonotic diseases.

A multi-threat assessment was also undertaken for the industrial area of Aqaba to protect people, infrastructure and the marine ecosystem from technological and industrial hazards relating to the port activities.

### **Enhanced Government-UN Collaboration**

The multi-sectoral capacity diagnosis process also created a momentum for enhanced collaboration between the Government and the UN system in Jordan.

An inter-agency DRR Task Force was established and used as a platform for the UN and the Government to review progress in the implementation of the CADRI recommendations as well as for the different UN agencies to build synergies between their DRR programmes and interventions.

New projects have been developed to reduce disaster risk, for instance in the area of forest fire or flash flood management. In 2020, the COVID-19 pandemic created a new momentum for the UNCT agencies, and for the UNCT and the Government to work together around resilience, emergency preparedness and crisis management. The collaborative platform established in 2019 served as a reference for organizing the COVID-19 response and helped to build partnerships with relevant national institutions and among the UNCT.

### **Mobilizing Resources for DRR/CCA**

The CADRI capacity diagnosis and planning process and the enhanced UN-Government collaboration in DRR helped to mobilize financing. In 2018, the Government concluded a partnership agreement with SDC and UNDP to cost-share a flash flood EWS, which was followed by a memorandum of understanding with SDC for cooperation in the fields of DRR, specifically in flood hazard and risk mapping.



In 2021, Jordan's first Green Climate Fund project was approved to allocate USD 33.2 million to support the implementation of the climate change policy (2013–2020) with a focus on building the adaptive capacity of communities and institutions and increasing the efficiency of water management systems.

The CADRI capacity diagnosis remains a reference document for the Government to mobilize financing for DRR and CCA.

### **Mainstreaming DRR in the UN Framework and UN Programming**

The CADRI capacity diagnosis has encouraged joint efforts among UN agencies to mainstream risk reduction measures in their programming. This is evidenced in the UN Sustainable Development Framework developed in 2018 and a new focus on mainstreaming in various agencies' programmes.

The UN Development Assistance Framework 2013-2017 included provisions to support the development of DRR policies and plans. Its successor, the UN Sustainable Development Framework 2018-2022 goes one step further viz. mainstreaming and integrating DRR and CCA across sectors in development planning.

The CADRI capacity diagnosis served as a foundation to develop a joint UN DRR programming framework in 2019 and to share responsibilities among different agencies according to their respective specialized mandate.

It is recognized that the CADRI process informed a number of UN agencies' programming and led to increased investment in DRR. Mainstreaming DRR/CCA across plans and programmes became a priority for many UN agencies over the last years.

# Implementation Status of the Recommendations Prioritized by the Government

There is good progress in the implementation of the six key recommendations that were prioritized by the Government. The majority can be considered implemented, although efforts are still needed to continue enhancing DRR country systems and anticipatory action.



## Priority Recommendations 2018

## Implementation Status 2018-2022

## Comments

### Access to risk information:

- Establish an integrated disaster risk information system, centralizing hazard, exposure and vulnerability information produced by different stakeholders with clear data sharing protocols
- Risk information must be accessible free of charge to public and private sector stakeholders

- National risk register was created and is regularly being updated
- Liaison officers in different ministries appointed who regularly exchange with NCSCM
- NCSCM is in the process of creating a risk information platform on drought and earthquakes with WFP support

- Information sharing between different stakeholders and ministries remains relatively limited
- Open access to risk information by local government, private sector and communities via a multi-hazard information platform is not yet in place

### Disaster Risk Management Law and land use policy:

- Review the legislative and institutional framework to increase the effectiveness of the DRM system
- Clarify mandates and responsibilities at central level, and between the central and local level (through DRM law, national DRR strategy, land use and urban planning policy framework)

- National DRR Strategy 2019-2022 developed and being updated with UNDP & UNDRR support
- Review of the DRR legal framework ongoing
- Stronger NCSCM leadership on DRR/DRM agenda despite limited capacity

- Roles and responsibilities are still not always clearly allocated at national and local level
- Poor implementation of comprehensive DRR strategy due to limited technical capacity of national and local institutions

### Integrating DRR measures in ministries and municipalities budgets:

- Integrate DRM system in development and humanitarian interventions

- The majority of sectoral policies developed after the CADRI engagement address DRR/CCA at a minimal level (agriculture, education, environment, Jordan Response Plan)

- DRR is not consistently mainstreamed in planning, programming and budgeting, especially on the sectoral and municipal level

## Priority Recommendations 2018

## Implementation Status 2018-2022

## Comments

- Access and use of disaster risk assessment information by municipalities and sector ministries to protect public investment in public works, infrastructure, water, environment, agriculture, cultural heritage, infrastructure, health and education

- Aqaba is the only municipality that sufficiently implements local DRR activities
- Budget considerations for DRR/CCA are not included in sectoral plans

### Protection:

- Needs and demands of vulnerable population groups to systematically inform the development of the national DRM strategy, of the municipality disaster management plans, contingency as well as response and post disaster recovery plans

- The CADRI engagement created a space to work around Leaving No One Behind by including vulnerable and marginalized population groups, among them women, young people and people with disabilities, in DRR/DRM action and plans

- The needs and demands of marginalized and vulnerable groups are not adequately integrated in the national DRR system and should be a key driving principle of the revised National DRR Strategy

### People-centered Early Warning systems:

- Strengthen preparedness systems at national and local level through targeted investment in drought monitoring as well as in flood EWS
- Clarify roles and responsibilities for early action across sectors at national and local level
- Design EWS to empower communities and people to protect their lives and livelihoods

- Increased focus on EWS on national and local level:
  - Drought
  - Forest fire
  - Flash flood
- Development of various contingency plans covering different hazards
- Drought monitoring and mapping of water resources and quantities, and monitored water losses in view of a more efficient water usage and sustainable water management with FAO support

- Still no predictable budget allocation for disaster preparedness for response and recovery

### Community Empowerment:

- Empower communities to make risk informed decisions through public awareness campaigns, school education programs and access to risk assessment information and early warning signals

- Some UN agencies include awareness raising campaigns as part of their programme development to involve communities
- Some municipalities roll out public awareness raising and education campaigns

- The need to empower communities remains

# ISSUES FOR CONSIDERATION.

## **Feasible and Realistic Recommendations**

Many partners highlighted the value of the CADRI engagement at the time. It had an impact on many agencies' programming. However, the lack of financial resources poses a challenge for the implementation of some of the recommendations. In addition, senior leadership and staff turnover as well as the competing demand between different agencies' agendas and programming, especially in a country where much of the UN System attention is focused on the refugee crisis and their host communities, made it difficult to ensure sustained focus on the implementation of the CADRI recommendations.

**Recommendation:** CADRI partners should consider the feasibility of their recommendations and actions in view of available resources. Furthermore, involving the Ministry of Finance and municipalities more strongly in the course of the capacity diagnosis and prioritization process should be further explored in order to back the implementation of CADRI recommendations with financial resources and to mainstream DRR in national/local budget allocation.

**Recommendation:** CADRI partners should consider follow-up with the objective of updating the CADRI report to reflect changes in capacities and emerging risks. The capacity diagnosis could also include lessons learnt from disasters' after action reviews.

## **UN Country Team Ownership**

One major issue observed is that not all UNCT agencies have fully embraced the diagnosis recommendations and were ready to support their implementation through their on-going programmes. Despite the inter-agency DRR Task Force that was set up to monitor progress in the implementation of the recommendations and the UNCT agencies' DRR programming more generally, the allocation of roles and responsibilities with regards to DRR/CCA remains, in some instances, unclear for some agencies. In particular, UN staff who recently joined had limited awareness of the CADRI report and the DRR Task Force, and one agency also reported a lack of information sharing and limited dissemination of the report. In 2020, the COVID-19 pandemic posed a great challenge for the UNCT to jointly work on DRR as priorities shifted towards tackling the immediate consequences of the pandemic.

**Recommendation:** More systematic efforts are required to ensure sustained UNCT buy-in and cooperation to implement the recommendations. This could be achieved through: more high-level communication to the UNCT Heads of Agencies about the added value of the CADRI process for their respective agencies' programmes from the regional and global levels; putting more emphasis on the expectation at the scoping mission stage that time and resources should be invested in supporting the capacity diagnosis process and implementation of capacity diagnosis recommendations; and finally regular follow-up (for example the updating of the CADRI diagnosis after a few years) to sustain the momentum for joint action of the UNCT.

### Parallel Structures

There are many parallel initiatives, structures, and platforms working on the same topics. This is not only a waste of resources but problematic in view of approaching and engaging with the Government in view of their limited absorptive capacity.

**Recommendation:** The inter-agency DRR Task Force could function as a platform for the broader humanitarian and development community in Jordan, including civil society and financing partners. This would create a more coherent and effective way of working, allowing for better coordination of different stakeholders' DRR/CCA programming and ensuring proper dissemination of the CADRI capacity diagnosis recommendations.

## LESSONS.

1. Having one UN agency in the country taking a clear leadership role throughout the entire CADRI process to coordinate and ensure a clear allocation of roles and responsibilities is crucial. This will increase the success of mainstreaming DRR/CCA throughout policies, plans and programmes in the follow-up processes.
2. Jordan is a country receiving a lot of attention from humanitarian and development partners, where a high number of missions are being organized every year. This is a challenge for both the Government and the UNCT to ensure proper follow up and a meaningful outcome.
3. The new CADRI digital Tool released in 2021 could be of high value for knowledge management during and after the capacity diagnosis process to enable the Government and partners to keep track of progress in capacity development.

# METHODOLOGY.

The Annual Country Impact Study consists of a series of interviews with country stakeholders (including the Government, UN Country Team, the National Red Cross/Red Crescent Society, and when relevant civil society and private sector) and desk review of CADRI products and national/UN Country Team documents.

a. Semi-structured interviews with in-country stakeholders:

- A series of 10 interviews of 45 minutes each with the current and former Resident Coordinator and selected UN Agencies and Government representatives.

b. Desk Review:

- Desk Review of previous United Nations Development Assistance Framework (UNDAF) and new United Nations Sustainable Development Cooperation Frameworks (UNSDCF), national DRR strategies, sectoral policy frameworks, UNCT joint programmes in DRR/CCA and agency specific DRR/CCA project documents as well as CADRI deliverables such as the Capacity Diagnosis report, Policy Maker briefs or training content when relevant.

Roles and responsibilities

The CADRI Programme Assurance Group (PAG) has overall responsibility to ensure oversight of CADRI activities at country level on behalf of the CADRI Board of Directors. The country impact study interviews are co-led with the PAG Co-chairs on behalf of the PAG and other PAG members are welcome to join the interviews.

- Ms. Angelica Broman – Senior Advisor HDPN, IOM
- Mr. Patrick Gremillet – Partnership Advisor, UNDP
- Mr. Patrick Jacqueson – Senior Programme Officer, FAO
- Ms. Jen Stephens – Climate Change, Environment, and DRR Specialist, UNICEF

Interviews are organized and the report is consolidated by the CADRI Partnership Secretariat.

- Ms. Vanessa Schultz – CADRI Partnership Secretariat

List of Interviewees for the CADRI Partnership impact study in Jordan

1. Mr. Saleh Alsheyab - Operations Director, National Center for Security & Crisis Management
2. Mr. Ghulam Isaczai - UN Resident Coordinator in Jordan
3. Mr. Anders Pedersen - Former UN Resident Coordinator in Jordan
4. Mr. Nabil Assaf - Representative, FAO Jordan
5. Ms. Wafaa Ramadneh - Programme Officer, FAO Jordan
6. Ms. Alina Mihai - Emergency Response Coordinator, IOM Jordan
7. Ms. Christina Ostebo - Project Development and Monitoring and Evaluation, IOM Jordan
8. Ms. Saba Makkawi - Head of the Migration Management Unit, IOM Jordan
9. Ms. Ana Nikonorow - Syria Team Lead, OCHA Jordan
10. Ms. Haya Alayed - Humanitarian Affairs Analyst, OCHA Jordan
11. Mr. Zein Tayyeb - Former Humanitarian Affairs Officer in Jordan, OCHA (written feedback)
12. Mr. Nedal Alouran - Team Leader for Climate Change, UNDP Jordan
13. Ms. Sara Ferrer Olivella - Former Resident Representative, UNDP Jordan
14. Mr. Emmanuel Lan Chun Yang - Humanitarian Affairs Manager, UNICEF Jordan
15. Ms. Nazeema Sheerin Muthu - Monitoring and Evaluation Officer, WHO Jordan
16. Mr. Saverio Bellizzi - Emergency Team Lead, WHO Jordan

# CADRI

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