

# Terminal Evaluation

## Middle East

### 1. Outline of the Project

**Country:**

Jordan

**Project title:**

Family Planning and Gender in Development Project (Phase 2)

**Issue/Sector:**

Health/Medical Care

**Cooperation scheme:**

Project-type Technical Cooperation

**Division in charge:**

Second Medical Cooperation Division,  
Medical Cooperation Department

**Total cost:**

Equipment 373,509JD (65,364,110 yen)  
Local Cost 323,404.35JD (56.60 million yen)  
\* including estimation cost in FY 2002

**Period of Cooperation**

1 July 2000 - 30 June 2003

**Partner Country's Implementing Organization:**

Higher Population Council (HPC), Ministry of Health (MOH), Jordanian Hashemite Fund for Human Development (JOHUD)

**Supporting Organization in Japan:**

National Institute of Population and Social Security Research and others

**Related Cooperation:****1-1 Background of the Project**

The predecessor of the project, "Family Planning and Gender in Development Project (Phase 1)" was conducted for three years beginning in 1997 in the most conservative and poorest model area of the south region (South Ghor District, Karak Governorate) in Jordan, for the purpose of promoting family planning, and was evaluated to have achieved mostly original results.

Based on the above-mentioned results, the government of Jordan requested the government of Japan for further cooperation to promote family planning and social participation of women in the entire area of Karak. Upon the request, JICA implemented "Family Planning and Gender in Development Project (Phase 2)" with the aims of promoting the empowerment of women and enhancement of family planning practice throughout the province.

**1-2 Project Overview****(1) Overall Goal**

The birthrate in Karak is decreased.

**(2) Project Purpose**

Family planning practice is increased in six main target areas and three follow-up areas in the Karak governorate.

**(3) Outputs**

- 1) Capacity of the Community Support Team (CST), facilitators, and the Local Credit Committee (LCC) and the Local Advisory Committee (LAC) are strengthened.
- 2) Positive social attitudes towards women and family planning (FP) are promoted.
- 3) MOH's services in maternal and child health, reproductive health (RH), and FP are strengthened.
- 4) Women's self-empowerment and their status within families are enhanced through their economic participation.
- 5) Monitoring activities are conducted.
- 6) Capacity of the counterparts are strengthened.

#### (4) Inputs

Japanese side:

Long-term Experts	8	Equipments	373,509JD (65.36 million yen)
Short-term Experts	4 in total	Local Cost	323,404.35JD (56.6 million yen)
Trainees received	5		

Jordan's Side:

Counterparts 15 Staff of HPC, MOH and JOHUD

Facilities and Equipment; facilities and equipment in JOHUD Head Office, Karak Community Development Center (CDC) Office, Executive offices for Japanese experts, 4 multipurpose halls of CDC, and 6 maternal and child health centers

## 2. Evaluation Team

**Members of Evaluation Team** Team Leader/General: Shigehiro YAEGASHI, Director, Second Medical Cooperation Division, Medical Cooperation Department, JICA  
Evaluation Planning: Naoko FUWA, Second Medical Cooperation Division, Medical Cooperation Department, JICA  
Evaluation Analysis: Makiko KOMAZAWA, Earth&Human Corporation

**Period of Evaluation** 17 January 2003 - 28 January 2003  
**Type of Evaluation:** Terminal Evaluation

## 3. Results of Evaluation

### 3-1 Summary of Evaluation Results

#### (1) Relevance

The project is the first project in which JICA has integrated the issue of gender with FP, in response to the world trend regarding the population issue after "International Conference on Population and development (ICPD)" was held in Cairo in 1994. Regarding this point, the project is meaningful.

RH is one of the high priority areas for the government of Jordan, and the project was in line with the policy of the country.

In comparing the southern and northern areas of Jordan, it was found that consciousness, knowledge and implementing rate regarding FP and RH are low in the southern area. Therefore, implementing the project in Kalak, which is located in the southern area was highly relevant. Both women and men in the target area showed great interest in the project, which indicated that the need toward the project was high.

The Japanese government has been promoting international cooperation in the fields of population and RH since "Global Issues Initiative (GII) on Population and AIDS" was declared in 1994. The project is also in line with the strategy of the initiative.

#### (2) Effectiveness

Practice rates of FP increased slightly in 2000 and 2001 at MCH Center and Comprehensive Postpartum Care Center (CPPC) in the target area, but the rates decreased in 2002. However, in the target areas of the project (according to interviews to the participants of workshops), in comparison with the national average (based on the population/family health survey in Jordan in 2002), it was found that workshop participants used more modern contraceptives than the national average by about 17% based on the pre/post survey taken at the workshops. It could be concluded that the "recognition of the importance of FP/RH" was notably increased in the target area. It was confirmed through observations and series of focus group discussions held in the project that women's self-esteem and self-confidence, family members' respect toward them, their participation in community activities, knowledge of FP, and their motivation to practice it had all been enhanced. The focus group discussion was held by those who were involved in the project. A quantitative survey is in progress now, and its analysis will be completed by the time the project is completed.

As regard to the relationship between the achievement of the project purpose with each output, it was found out that among

outputs 1), 2), 3) and 4), output 1) made the biggest contribution, directly contributing to the achievement of the project. Although the contributions of the outputs 2), 3) and 4) were substantial, in terms of 3) (improved services of MOH) and 4) (income generation), the level of contribution was somewhat limited, because the inputs were small or beneficiaries were small in their number. The reasons for the achievements of the outputs are discussed in "3-2. Factors that promoted realization of effects" as well.

### (3) Efficiency

The following two points made the project efficient: organizing a local advisory committee C with the intention of including community leaders, to review the practice of the experience of the Phase 1, and verification of the loan program used in the Phase 1 by the short-term experts.

Regarding income generation activities, a problem occurred at the beginning of the project because a goat ("livestock") was procured, based on the JICA's scheme of providing equipment. This lowered the efficiency of the project. However, this problem was solved in the latter half of the project.

In general, the timing of inputs by the Japanese experts was appropriate. It was especially beneficial that the chief advisor remained the same from Phase 1 through the temirnal evaluation of Phase 2, and that the short-term experts placed their focus on the input in the first half of the project. These factors contributed greatly to the efficiency of the project.

In the mid-term evaluation, it was pointed out that the delay of the input of experts in the fields of information, education and communication activities (IEC) resulted in the delay of other project activities, but in the end, the outputs were achieved as planned. At the beginning of the project, there was only one female long-term expert, but half way through the project, a male IEC expert who knew the site well was also dispatched as a long-term expert, which increased the efficiency of educational campaign involving the men in the Islamic area.

As for the inputs from the Jordanian side, the mid-term evaluation mentioned that the counterparts for income generating activities were not allocated to Karak CDC. It was evaluated that this did not impede the accomplishment of outputs, but it caused a great deal of burden on the counterparts at JOHUD headquarters because they had to hold additional posts.

### (4) Impact

It is estimated that to realize the overall goal of having an effect on the birthrate in Karak, it would take at least 5 - 10 years. Therefore, it is difficult to measure the outputs until the end of the project. However, direct causal effect of the project purpose and the overall goal of the project can be expected. In addition, the effect of the project purpose was confirmed, albeit by indirect methods such as through comparison with the national average. As a result, it is conjectured that the project purpose will contribute to the overall goal of the project more than a little. The head of MCH/MOH in the workshop stated, "Compared with the increasing trend of the national total fertility rate (TFR) in recent few years, the TFR in Karak has not changed, which could be attributed as a positive impact of the project." This can be seen as another indication that the project has contributed to the achievement of the overall goal.

Having established dissemination channels by finding and fostering community resources through the project, the effects have been expanded from certain points to larger areas, resulting in generating huge effects to the whole community. These factors were regarded as positive impacts of the project.

In the past, it had been difficult for women to go out alone without a reason, and they had little connection to the society before the implementation of the project. However, the women who were involved in the project utilized various chances offered by the project, and got out and expanded their connection with society. These women made remarks actively, which showed that they were empowered. Most men understood the importance of the empowerment of women, and some changed their actions.

### (5) Sustainability

Jordanian counterpart organizations have a strong will of ownership toward this project. In particular, staff members who played major roles in the project, such as the supervisors of JOHUD program, HPC staff in charge of dissemination of educational activities, and CDC staff in Karak, had excellent capabilities and the will to continue the project, and the sustainability of the project can be greatly expected. The basic organizational capabilities of HPC and MOH are stable, and there is no problem in terms of their organizational sustainability.

However, both MOH and JOHUD expressed anxiety concerning the budget and emphasized the necessity of receiving continuous financial support from external donors, and that such continuous budget assurance was the most serious issue. Management of the loan program of the JOHUD as a whole will be transferred from the National Adjustment Bureau (former Social Development Bureau) to Small-scale Business Development Center (SBDC). As such, it is extremely difficult to judge the sustainability of the loan program developed by the project at this point. JICA Jordan Office emphasized the necessity of getting

the current problems organized before the end of the project and of holding discussions with the Jordanian side on the stabilization of the system after the end of the project.

### **3-2 Factors that Promoted the Realization of Effects**

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#### (1) Factors Concerning the Planning

- 1) Gathering community leaders and organizing the LAC promoted the involvement of the people from the community. This became a major factor in the ability to later implement the community activities smoothly and effectively.
- 2) Utilizing regional personnel such as the LCC, facilitators and the CST, assigning them in the center of activities, and building multi-layered personnel network channels focusing on the LAC promoted the realization of effects.

#### (2) Factors concerning the Implementation Process

- 1) The adjustment capability and leadership of chief advisors who have built strong relationships with relevant organizations over the nearly six years since Phase 1.
- 2) Japanese experts' positive attitudes and efforts, as well as their English abilities and adjustment capabilities, which enabled the implementation of the condensed plan on schedule for the most part.
- 3) The ability of the Japanese experts, who were "foreigners" from a far away country in Asia, to promote the necessity of FP from a neutral position.

### **3-3 Factors that Impeded the Realization of Effects**

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#### (1) Factors Concerning the Planning

There were three implementing organizations at the time of the mid-term evaluation, and it took time to adjust opinions among them. This was pointed out as one of the impeding factors. However, at the final evaluation, this problem had already been resolved.

#### (2) Factors concerning the Implementation Process

- 1) Inconsistency of human affairs such as change of experts on the Japanese side, transfer of manager-class personnel, and having several vacant positions on the Jordanian side.
- 2) Non-allocation of counterparts for the income generating activities in Karak CDC.
- 3) The same procedure was taken for the procurement of goats for loan program, as the procurement of tools.
- 4) Increase in workload for monitoring that was developed by the project.

### **3-4 Conclusion**

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This project aimed to improve FP and RH (increase in number of those practicing FP), by taking the approach of integrating three components: the enhancement of FP and RH services, educational campaign to the community people, and income generating activities for women. Three central organizations (HPC, MOH, and JOHUD) enhanced their linkage with each other, but such linkage was not developed to the level of having a proactive linkage system, as far as the project was concerned, and a kind of sectionalism remained. However, in observing the activity sites, some small-scale and large-scale integration were developed in some areas. These integrations at the community level -[although it was evaluated through simplified statistical data and qualitative observation-], brought changes in women's actions, which were the initial purpose of the project, as well as major changes in the consciousness of the men, which is praiseworthy. Through the improvement of women's economic forces and their community activities, women increased their status within their families and became confident, which were the positive effects of the project and resulted in the increased awareness toward their reproductive health rights.

### **3-5 Recommendations**

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- (1) The project can be a model for one of the aid approach in the field of reproductive health rights for Japan in the future. Therefore, it is expected that a review be conducted through self-evaluation and lessons learned, focusing on the applicability of similar projects, and to record them in the completion report of the project.
- (2) The assurance of the transparency and sustainability of loan programs, such as the management of refund for revolving fund and future management methods, is the current issue. It is necessary to compile such current subjects together by the end of the project and to discuss the assurance of the system after the end of the project with the Jordanian side.
- (3) It is required to assure the support system of CDC or JOHUD headquarters so that CTS and facilitators can continue the activities aggressively.
- (4) It is expected that three central organizations, namely HPC, MOH, and JOHUD, expand their experience from the project to other areas of Jordan.

(5) It is recommended that the evaluation of impacts be implemented a few years after the completion of the project, and to verify whether or not the originally intended outputs are realized or not.

### **3-6 Lessons Learned**

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(1) In a project whose cooperation period is short, it is necessary to implement terminal evaluation when its reviews and general overview are already on the table, so that the entire activity plan can be considered.

(2) In taking a comprehensive approach of connecting FP, RH, gender, and development (income generation and education), it is necessary to expect the realization of project effect to take a long time.

(3) The following methods are effective in helping to change the actions of women: 1) involvement of the surrounding men who have the decision-making rights; 2) educational activities for men or couples; 3) income generating activities (loan program) which help the women to become more confident and proactive; and 4) income generating activities (loan program) which help to invite consciousness and cooperation from the men in the community.

(4) It is necessary to establish indicators by considering the quality and quantity of the indicators and their total activities. It is also important to be aware that the indicators are no more than a general standard of measurement.

(5) To provide technical cooperation in the field of population, it is necessary to carefully study the local religious and cultural background, to communicate sufficiently, and to manage the project carefully.

### **3-7 Follow-up Situation**

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N/A