

Action Fiche for Jordan

1. IDENTIFICATION

Title/Number	Support to civil society and media in Jordan (ENPI/2012/023-849)		
Total cost	EU contribution: EUR 10 million		
Aid method / Method of implementation	Project approach – <i>partially decentralised management and joint management</i> Technical assistance – <i>direct centralised management</i>		
DAC-code	15050 15153	Sector	Strengthening civil society Media and freedom of the press

2. RATIONALE

2.1. Sector context

The European Neighbourhood Policy Action Plan for Jordan reflects the European Union's response to Jordan's national agenda, and sets out a comprehensive set of priorities including "the promotion of freedom of association and development of civil society". The action plan aims to intensify on-going efforts to promote freedom of expression and independence of the media; strengthen the Higher Media Council; develop training programmes and institutions for media professionals; and promote the role of the private sector in the media.

As a reaction to the Arab Spring, the Government of Jordan has started a National dialogue process in March 2011 which includes representatives of civil society with the purpose of discussing the political reform of the country. The King initiated the development of a media strategy that has been drafted by a national commission mainly consisting of ministerial representatives who also invited the stakeholders in the media sector to provide input.

In this regard, the Joint Communication of the European Commission and of the High Representative of the EU for Foreign Affairs and Security Policy entitled 'A new response to changing Neighbourhood' of 25 May 2011¹ as a reaction to events unfolding in the EU's southern Neighbourhood including Jordan proposes "to provide greater support to partners engaged in building deep democracy and strengthen further its support to civil society". The Communication stresses that EU will support deep and sustainable democracy through freedom of association, expression and assembly as well as a free press and media. In line with such vision and on the basis of the priorities identified in the Country Strategy Paper for the period 2007-2013 for Jordan², under the Sub-Priority 1 of National Indicative

¹ COM(2011)303.

² C(2007)672 of 27.02.2007.

Programme for the period 2011-2013 for Jordan³, the EU has proposed to allocate EUR 10 million to "democratisation, civil society and media".

2.2. Lessons learnt

The key lessons learned from previous EU and other donor initiatives towards civil society organisations (CSOs) as reflected in EU Mapping Study of CSOs in Jordan, CARE International's scoping study of community-based organisations, and the identification mission assessment of this programme are discussed below.

Capacity building initiatives were over-emphasising training courses and workshops in opulent premises with little attention to community-based organisations (lack of material in Arabic, not adapted to local context). It is necessary to come up with innovative training such as mentoring, coaching and on-the-job training.

For the media sector, the only notable experience from previous or ongoing programmes carried out by EU in this sector is the Jordan Media Institute (JMI), which received a significant grant for its core budget. It is problematic that the core activity of the JMI does not benefit the media in Jordan and that the institute itself has not yet become self sustainable. Nevertheless, it is also important to notice that a certain centre of excellence has been established within the framework of the JMI and that this could be of benefit for large parts of the media sector. United States Agency for International Development (USAID) has finalised its four years programme. The assistance to build capacity of commercial media including online media had a reasonable outcome. USAID supported development of social media, the JMI and training of young journalists. However, a priority was to support building an enabling environment through improved legislation, regulation and regulatory bodies for the media sector. USAID did not succeed to involve the government and instead of having its trust the government made a committee to monitor USAID's programme.

2.3. Complementary actions

The present programme will build on previous EU funded actions, and will especially complement the "Human rights and good governance" programme (Annual Action Programme (AAP) 2006 – EUR 5 million) and the on-going "Democratic governance" programme (AAP 2010 – EUR 10 million). In addition, several projects in support of the CSOs under geographical and thematic financial instruments (ENPI⁴, EIDHR⁵, NSA-LA⁶) are currently funded by the EU. The budget amounts approximately to EUR 8 million.

Concerning the media sector, the EU Delegation had provided the JMI with equipments and training; the present programme will also aim at building on this previous EU action.

³ C(2010)1144 of 02.03.2010.

⁴ European Neighbourhood and Partnership Instrument.

⁵ European Instrument for Democracy and Human Rights.

⁶ Non-state Actors and Local Authorities.

2.4. Donor co-ordination

All donors and international NGOs dealing with the reinforcement of Jordanian civil society and media have been consulted during both identification and formulation phases of the programme.

For media, the EU is part of the "Media partners' and implementers' co-ordination meeting" which meets on a monthly basis to discuss on-going programmes and perspectives in the media sector. This forum enables the co-ordination of actions from all donors and international organisations in the media sector.

The EU Member States, media, NGOs, and other international actors will be invited to take part in the process of discussing and agreeing on a strategy and on priorities for future developments of the media sector. Depending on the Jordanian choices of models and regulations, relevant EU Member States, media NGOs and media institutions will be counterparts to Jordanian institutions through service contracts and twinning projects to facilitate an efficient implementation of the Jordan media action plan.

Activities of Component 1 have been also closely co-ordinated with the Jordanian Authorities, other relevant international donors and civil society organisations.

Donors have also been consulted for the design of first Component's activities during the identification and formulation missions. In addition, support to CSOs is on the agenda of several donors co-ordination meetings (EU Development Assistance Group, Donor/Lender Consultation Group on good governance), which are the occasion of co-ordinating activities and assessing the intentions of each donor in that sector. Furthermore, the technical assistance team will be tasked to contribute to CSOs donors groups by providing regular information on the progress of the programme and its impact.

3. DESCRIPTION

3.1. Objectives

Overall objective:

The overall objective is to strengthen democracy in Jordan through increased participation of citizens in political life and through increased independence, quality, and credibility of the media and CSOs.

Specific objectives are to:

- Strengthen the capacity of community-based organisations and NGOs to advocate and build awareness among citizens about social, economic, political and cultural rights;
- Strengthen an enabling regulatory and institutional environment and build the capacity for an independent, quality based media sector serving the entire population.

3.2. Expected results and main activities

3.2.1. *Expected results*

Result 1: NGOs and community-based organisations will be more active in the public debates about youth, social, economic, political and cultural rights at local and national level through comprehensive work with media, communication and citizen's participation.

Result 2: The media sector will be more independent, working with the highest professional and ethical standards and contributing to local and national coherence across all population groups.

To achieve the above-mentioned results, the programme is building on two separate and yet interrelated components dealing with the civil society sector and the media sector respectively.

3.2.2. *Main activities*

Component 1: Support to Civil Society

Considering the analysis of the weaknesses of the CSOs in Jordan, and to ensure that the intervention is placed in long-term perspective as part of a global vision, it is proposed to establish a Civil Society Fund (CSF). As a joint initiative between the government of Jordan and the EU, CSF will contribute to move forward to programme and institutional approach in the support provided to civil society organisations in Jordan. In addition the CSF will improve the co-ordination of EU funds to civil society organisations in various sector, and the impact of the EU actions and avoid double funding. Technical assistance will be provided to the decentralised entity selected for managing CSF, it will mainly consist in provision of technical and administrative assistance on policy advice and coordination, information and support to CSOs, secretariat to the steering committee.

Pillar 1: *Support to community-based organisations, in particular in the rural and remote areas to improve the environment and conditions that enable them to be more involved in policy issues as well as political, social, cultural and economic rights of citizens at the municipal and governorate level.*

Activities:

- 1.1. CSF will assist community-based organisations in all governorates to reinforce their capacity in such issues by implementing activities through on-the-job coaching, and mentoring;
- 1.2. CSF will assist selected community-based organisations by contracting some NGOs to provide them with training activities in various fields (e.g. internal governance, strategic planning, financial management, monitoring and evaluation, etc.);
- 1.3. Support awareness campaigns on citizens' political and civic rights at both local and national levels;

1.4. Building of alliances or networks among the targeted organisations will be supported.

Pillar 2: *Support to youth initiatives will be offered to increase their voice and promote their action in the public debate.*

Activities:

2.1. The programme will assist emerging youth CSOs or initiatives in their organisation and networking processes by providing technical assistance;

2.2. A limited number of CSOs, which accommodate youth initiatives, will be selected to deliver a technical assistance to these organisations or initiatives.

2.3. Support awareness campaigns targeting youth on their political, civic, cultural and social rights. A channel that attracts youth such as social and digital media will be used as a vehicle for those campaigns.

Pillar 3: *Support to specialised NGOs to produce and disseminate comprehensive and innovative materials to enhance awareness on key International human rights instruments among citizens.*

Activities:

3.1. CSF will assist specialised NGOs to produce comprehensive and innovative materials to enhance awareness on key International human rights instruments among citizens;

3.2. CSF will assist alliances of community-based organisations and youth initiatives targeted in pillars 1 and 2 in collaboration with these specialised NGOs to develop and conduct awareness campaigns among citizens based on these materials;

3.3. CSF will also support NGOs working with justice and security to develop and implement activities to complement the European Neighbourhood Policy Justice programme.

Pillar 4: *Production, dissemination, and access to information and knowledge of CSOs.*

Activities:

4.1. Support will be given to selected independent think tanks to produce and disseminate knowledge in key pending issues (political reform, societies' law enhancement, etc.) among Jordanian civil society organisations to contribute to the public debates;

4.2. Reports and adequate audio visual materials describing this experience of sustainable community development initiatives will be disseminated among targeted CSOs.

Pillar 5: *Support to NGOs working with media and cultural policy issues or collaboration on advocacy.*

Activities:

- 5.1. Support to NGOs working with media and cultural policy issues such as establishing community media, advocating and protecting media freedoms, creating public debate about media policy, advocating cultural diversity and freedom of expression, promoting and enabling environment for artistic creation;
- 5.2. Support to NGOs and media working together to advocate civil society agendas or enhancing the platform for citizens' access to media.

Component 2: Support to Media

Improved quality and independence of the media in Jordan most effectively can be achieved through a dialogue, strategy and action plan between on the one side, the responsible ministers, the legislators and the Royal Court, and on the other side, state and non-state stakeholders in the media sector. It is expected that the outcome of the programme will be a comprehensive strategic action plan for the media sector that is implemented in collaboration with help from European media institutions and offers a significant move towards a free and independent quality based media landscape.

This component is recommended to be implemented through two inter-linked pillars which will constitute a two-stage approach. Indeed, considering the risk indicated in point 3.3., the implementation of Pillar 7 will only take place after the completion of Pillar 6. To this end, intermediary benchmarks will be defined and agreed before starting the programme.

Pillar 6: Updating and development of strategy and action plan for the media.

The Prime Ministry with the Minister of state for media and communications, in a close dialogue with media representatives on basis of the policy, legal and economic analyses, will develop and agree on a comprehensive strategic action plan for the media sector pointing to the following topics:

- Structure for commercial, citizens and independent public service broadcasting at national, regional and local levels;
- Digitalisation of the broadcasting structure;
- On-line and social media;
- Print media development;
- Transparency of ownership;
- Educational and training structures;
- Media literacy training;
- Principles for public media support;
- Self-regulatory press code and media council;
- Building of professional organisations;
- Independent regulatory bodies;
- Media legislation and adaptation of media laws.

This process is anticipated to be implemented through the following activities with substantial administrative and technical support from independent consultants.

Activities:

Based on an earlier draft media strategy developed by the Government and a thorough analysis carried out by the technical assistance team of the economic, political and professional conditions a comprehensive stakeholder process will take place:

- 6.1. Workshops with the media sector and the relevant government representatives discussing, updating and agreeing on the topics to be included in the final media strategy;
- 6.2. Once the updated strategy is approved, specialised workshops will discuss and agree on the action plan for each of the above topics;
- 6.3. On basis of the agreed action plan, procurement procedures will be carried out for each of the agreed areas;
- 6.4. Analysis of the media landscape focusing on the economy of the media structures and their economic sustainability, the professional and technical capacity of private and public media, media and journalist associations and regulatory bodies; synthesis of the reviews on the existing media legislation;
- 6.5. Comparative analysis of relevant structures and models from the 27 EU Member States focusing on topics presented in the existing draft media strategy and in the media landscape analysis.

Pillar 7: Capacity and institution building of media sector.

The implementation of the strategy is expected to be carried out through partnerships with European and other partners like regulatory bodies, public service broadcasters, journalist associations, media councils, media associations, universities, training institutions etc.

Activities:

The following activities are tentative since it will depend on the agreed priorities in the stakeholder process described above.

- 7.1. Design and establishment of an independent regulatory body will be initiated with technical assistance. The activities might include technical equipment and installations;
- 7.2. Design and establishment of an independent media council with a code of conduct to be developed by media and journalist organisations.
- 7.3. Transition process of the Jordan Radio and Television (JRTV) from State to independent public service broadcaster with technical assistance from an EU public service broadcaster to establish new management structures, internal regulations and management structures and through study tours and exchanges for media legislators, board members and management;
- 7.4. Development of new editorial, economic and production structure, implementation of reforms of the staff, middle management, programme formats and programme scheduling for JRTV through on-the-job training and

coaching, as well as through production equipment for agreed programming formats;

- 7.5. Strengthening of the capacity of the Jordan Press Association as independent journalist association and helping the electronic media or other parts of the media sector, to establish professional broadcast associations defending their economic and editorial independence and strengthening their professional and economic interests;
- 7.6. Establishment of regional broadcasters in the poorer provinces in providing assistance to design legislation, regulation, management and programme profile as well as in setting up, equipping, training and advising the broadcasters;
- 7.7. Initiation of a process strengthening the public journalist education and the mid-career training as well as training initiatives with international support to curricula development, exchanges of students and teachers, and through using best practices;
- 7.8. Provision of capacity building activities e.g. assistance to networking of community broadcasters, digitalisation and digital dividend, on-line and social media, media literacy training, transparency regulations for media ownership, as well as overhaul of existing media legislation according to the strategy and action plan.

3.3. Risks and assumptions

It is assumed that the government and the King will favour changes within the CSOs and media sector as one of the constructive ways to prevent a revolt against the regime. It is also assumed that the Arab Spring has an encouraging spill over for the:

- Media to demand increased independence in legislation, regulatory bodies, and journalistic practice;
- CSOs to advocate for substantial change in the societies law leading to greater freedom of association;
- Youth community to press for substantial changes leading to enhancement of transparency and good governance in the political and social lives.

There are two risks that should be mitigated through immediate actions outside of the framework of the concerned programme:

- 1) The regime might silence all voices seeking to increase independence and professionalism of the media and advocacy/awareness to enlarge participation of citizens (in particular youth and women) in political life before 2013 when this programme will take action – the level of risk is high;
- 2) The regime may encounter revolts of a revolutionary impact leading to regime change – the level of risk is high.

In both cases, there is a potential risk of increased inter-ethnic tensions. In both cases immediate implementation of the activities described in the media component of the programme, and the activities of the CSO component should take place. This could

happen on the initiative of the government or of EU by designing a media component and adjusting CSO elements within the 2010 programme.

For the media component a third risk is that the present or future governments will not seriously get involved in the stakeholder's process or will not commit to respect the outcome of the process. The level of risk is medium in 2013. This should be mitigated as one of the first steps of the programme by seeking commitment to take part and respect the outcome of the process from political authorities like the Government, the National Assembly and the King. Therefore, in order to address a possible lack of will to move on with the media reforms agenda, a two-stage approach will be adopted for the media component with some intermediary benchmarks to be defined and agreed before starting the implementation.

3.4. Crosscutting Issues

Jordan has a population estimated at more than 6 million inhabitants with more than half of Palestinian origin, many Iraqi refugees, and several Egyptian, Lebanese and Syrian immigrants. The Arab Spring and the demand for democracy in the neighbouring countries affect not only the Palestinian/Israeli conflict but the country as such. There is a latent tension between the traditional Jordanian tribes and the Palestinian majority because the Jordanian tribes are perceived as privileged in the public and educational sectors, while the Palestinians are dominant in the private sector, but with almost 2 million holding refugee status (United Nations Relief and Works Agency for Palestine Refugees in the Near East). The media sector seems to be divided along ethnic lines on owner and management level. It is consequently very important to ensure that the suggested programme builds on balanced ethnical and political approaches throughout the involved institutions, media, media-NGOs and the board of the facilitation unit.

The programme design will take into account gender issues by promoting the strengthening and support of women's CSOs and gender equality among journalists receiving training under Component 2.

In addition, the programme will encourage the promotion of fundamental human rights in both their civil, political, economic, social, cultural, and environmental dimension.

3.5. Stakeholders

- The main stakeholders for Component 1 are the Royal Court and its Media and Information Office, the Minister of state for media and communication without portfolio, the Ministry for Information and Communication Technology. The Prime Ministry is through its Media and Communication Department the government's main actor in the day to day preparation of policies and regulation of the media sector.
- The main stakeholders for Component 2 are the Jordanian civil society organisations, including the "Royal NGOs"; the professional associations; the national independent institutions created under specific law, among them the National Center for Human Rights (NCHR); and the community-based organisations.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

Component 1	Method of implementation
Technical Assistance to CSF	Direct centralised management
Pillars 1, 2, 3, 4 Activities 1.2, 2.2, 3.1, 4.1	Direct centralised management
Pillars 1, 2, 3, 4, 5 Activities 1.1, 1.3, 1.4, 2.1, 2.3, 3.2, 3.3, 4.2, 5.1, 5.2	Partial decentralised management
Component 2	Method of implementation
Pillar 6 Activities 6.1 – 6.5 Pillar 7 Activities 7.1 – 7.8 (training and study tours)	Joint management (UNESCO)
Pillar 7 Activities 7.1 – 7.8 (provision of equipment)	Direct centralised management

1) For activities implemented under "Direct centralised management"

All contracts and payments are made by the European Commission

2) For activities implemented under "Joint Management"

A contribution agreement will be signed with the United Nations Educational, Scientific and Cultural Organization (UNESCO) having the will and technical capacity to engage in the development and implementation of a strategic media action plan in Jordan and being perceived as a neutral organisation from the media sector in accordance with Article 53d of the Financial Regulation. UNESCO has already engaged in efforts to establish a self-regulatory body for the media sector and has expressed its interest in working together on initiatives for the media sector.

3) For activities implemented under "Partial decentralised management"

A financing agreement will be signed with the Hashemite Kingdom of Jordan in accordance with Articles 53c and 56 of the Financial Regulation.

The Commission controls *ex ante* all the procurement procedures except in cases where programme estimates are applied, under which the Commission applies *ex ante* control for procurement contracts > EUR 50,000 and may apply *ex post* for procurement contracts < EUR 50,000. The Commission controls *ex ante* the contracting procedures for all grant contracts.

Payments are executed by the Commission except in cases where programme estimates are applied, under which payments are executed by the beneficiary country for operating costs and contracts up to the ceilings indicated in the table below.

The relevant Authorising Officer ensures that, by using the model of financing agreement for decentralised management, the segregation of duties between the imprest administrator and the imprest accounting officer or of the equivalent functions within the delegated entity will be effective, so that the decentralisation of the payments can be carried out for contracts up to the ceilings specified below.

Works	Supplies	Services	Grants
< EUR 300,000	< EUR 150,000	< EUR 200,000	≤ EUR 100,000

The change of management mode constitutes a substantial change except where the Commission "re-centralises" or reduces the level of tasks previously delegated to the beneficiary country, international organisation or delegate body under, respectively, decentralised, joint or indirect centralised management.

4.2. Procurement and grant award procedures

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question with the exception of the activities covered by joint management with UNESCO for which the procedures of UNESCO are followed.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the ENPI Regulation. Further extensions of this participation to other natural or legal persons by concerned the concerned authorising officer shall be subject to the conditions provided for in Article 21(7) of the ENPI Regulation.

2) Specific rules for grants

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EU external actions. They are established in accordance with the principles set out in Title VI 'Grants' of the Financial Regulation applicable to the general budget. When derogations to these principles are applied, they shall be justified, in particular in the following cases:

- Financing in full (derogation to the principle of co-financing): the maximum possible rate of co-financing for grants is 95%. Full financing may only be applied in the cases provided for in Article 253 of the Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002 laying down detailed rules for the implementation of the Financial Regulation applicable to the general budget of the European Union.
- Derogation to the principle of non-retroactivity: a grant may be awarded for an action which has already begun only if the applicant can demonstrate the need to start the action before the grant is awarded, in accordance with Article 112 of the Financial Regulation applicable to the general budget of the European Union.

3) Specific rules on programme estimates:

All programme estimates must respect the procedures and standard documents laid down by the Commission, in force at the time of the adoption of the programme estimates in question.

The EU financial contribution covers the ordinary operating costs deriving from the programme-estimates.

4.3. Indicative budget and calendar

The total EU contribution to the programme is EUR 10,000,000 with the following indicative breakdown between its two main components.

CATEGORIES	AMOUNT (EUR)
Component 1	
Civil Society Fund: (see details in point 4.1)	
- centralised activities	800,000
- partially decentralised activities	2,200,000
Technical assistance team for CSF centralised	1,500,000
Component 2	
Media sector support activities (Joint management)	3,000,000
Provision of media equipment – supply contracts (centralised)	1,500,000
Operational costs	400,000
External evaluation and audit	300,000
Communication and visibility	50,000
Contingencies	250,000
Total	10,000,000

The indicative operational duration foreseen is 48 months from the signature of the Financing Agreement.

4.4. Performance monitoring

The CSF will be supervised by a Multi-actor steering committee including representatives from the three key Ministries (Ministry of Planning and International Co-operation, Ministry of Political Development and Parliamentary Affairs, and Ministry of Social Development), the NCHR, together with key CSO representatives. The EU Delegation will participate as observer. At the start of the project a number of indicators should be agreed between the NCHR and EU to gauge the progress and monitoring of the activities.

The Media component will be supervised by a media steering committee (MSC) that includes three government representatives from Prime Ministry, the Ministry of Planning and International Co-operation, and the Ministry for Political Development and Parliamentary Affairs. The committee will further include four representatives from the media sector through rotating selection as well as the EU Delegation and UNESCO as observers. The Secretary General of the Prime Minister or whoever he/she appoints will chair the MSC.

The programme will also benefit from the system of the external European Commission Results-Oriented Monitoring missions.

4.5. Evaluation and audit

The programme will be subject to an annual external financial and system audit, verification mission (UNESCO) launched by the Commission. A mid-term and final external evaluation for the whole programme will be contracted by the Commission

with the aim to provide an independent and reliable assessment with conclusions, recommendations and lesson learned which should assist policymakers and managers in the implementation of the Programme and/or planning of future interventions.

4.6. Communication and visibility

Communication and visibility are considered a key component of the programme. A comprehensive communication strategy will be developed in co-ordination with all the stakeholders. Activities to improve awareness are envisaged, including workshops, visibility materials and the media.

EU visibility guidelines are to be respected by the NCHR and the respective grant beneficiaries. The EU Delegation in Amman will check the visibility component of the actions through field visits and will increase visibility when it is appropriate. EU visibility guidelines must further be respected by UNESCO and by institutions holding or benefitting from service or supply contracts. Particular attention should be paid to the values of the European Union reflected through this programme, in particular human rights and gender equality.