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ANNEX I

to the Commission Implementing Decision on the Special Measure in favour of the Hashemite Kingdom of Jordan for 2023

Action Document for Education for All – Inclusive and quality education for refugees and vulnerable children and youth in host communities in Jordan

ANNUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan/measure in the sense of Article 23(4) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

| | |
|---|--|
| 1. Title OPSYS Basic Act | Education for All – Inclusive and quality education for refugees and vulnerable children and youth in host communities in Jordan Special Measure in favour of the Hashemite Kingdom of Jordan for 2023 OPSYS business reference: NDICI-GEO_NEAR/2023/ACT-61816 ABAC Commitment level 1 number: JAD.1162615 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe). |
| 2. Economic and Investment Plan (EIP) | Yes vi. Human Development (incl. human capital and youth) |
| EIP Flagship | Yes |
| 3. Team Europe Initiative | No |
| 4. Beneficiar(y)/(ies) of the action | The action shall be carried out in the Hashemite Kingdom of Jordan. |
| 5. Programming document | N/A |
| 6. Link with relevant MIP(s) objectives/expected results | N/A |
| PRIORITY AREAS AND SECTOR INFORMATION | |
| 7. Priority Area(s), sectors | Basic Education (112) Secondary Education (113) Post-secondary Education (114) |

| | | | | |
|--|---|-------------------------------------|-------------------------------------|----------------------------|
| 8. Sustainable Development Goals (SDGs) | Main SDG: SDG 4 – Quality Education Other significant SDGs: SDG 1 – No poverty SDG 5 – Gender Equality SDG 8 – Decent work and economic growth SDG 10 – Reduced inequalities | | | |
| 9. DAC code(s) | 11220 – Primary education 35% 11260 – Lower secondary education 25% 11320 – Upper Secondary Education 15% 11420 – Higher education 15% 11240 – Early childhood education 5% 11231 – Basic life skills for youth 5% | | | |
| 10. Main Delivery Channel | Recipient Government (Central Government) – 12001 UNICEF – 41122 University, college or other teaching institution, research institute or think-tank-51000 | | | |
| 11. Targets | <input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Human Rights, Democracy and Governance | | | |
| 12. Markers (from DAC form) | General policy objective | Not targeted | Significant objective | Principal objective |
| | Participation development/good governance | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| | Aid to environment | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Gender equality and women’s and girl’s empowerment | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| | Reproductive, maternal, new-born and child health | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Disaster Risk Reduction | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Inclusion of persons with Disabilities | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| | Nutrition | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | RIO Convention markers | Not targeted | Significant objective | Principal objective |
| | Biological diversity | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Combat desertification | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | Climate change mitigation | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

| | | | | |
|--------------------------------------|--|---|-------------------------------------|---------------------------------------|
| | Climate change adaptation | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 13. Internal markers and Tags | Policy objectives | Not targeted | Significant objective | Principal objective |
| | EIP | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| | EIP Flagship | YES <input checked="" type="checkbox"/> | | NO <input type="checkbox"/> |
| | Tags | YES | | NO |
| | transport | <input type="checkbox"/> | | <input checked="" type="checkbox"/> |
| | energy | <input type="checkbox"/> | | <input checked="" type="checkbox"/> |
| | environment, climate resilience | <input type="checkbox"/> | | <input checked="" type="checkbox"/> |
| | digital | <input checked="" type="checkbox"/> | | <input type="checkbox"/> |
| | economic development (incl. private sector, trade and macroeconomic support) | <input type="checkbox"/> | | <input checked="" type="checkbox"/> |
| | human development (incl. human capital and youth) | <input checked="" type="checkbox"/> | | <input type="checkbox"/> |
| | health resilience | <input type="checkbox"/> | | <input checked="" type="checkbox"/> |
| | migration and mobility | <input checked="" type="checkbox"/> | | <input type="checkbox"/> |
| | agriculture, food security and rural development | <input type="checkbox"/> | | <input checked="" type="checkbox"/> |
| | rule of law, governance and public administration reform | <input type="checkbox"/> | | <input checked="" type="checkbox"/> |
| other | <input type="checkbox"/> | | <input checked="" type="checkbox"/> | |
| Digitalisation | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | |
| Tags | YES | | NO | |
| digital connectivity | <input checked="" type="checkbox"/> | | <input type="checkbox"/> | |
| digital governance | <input type="checkbox"/> | | <input checked="" type="checkbox"/> | |
| digital entrepreneurship | <input type="checkbox"/> | | <input checked="" type="checkbox"/> | |
| digital skills/literacy | <input checked="" type="checkbox"/> | | <input type="checkbox"/> | |
| digital services | <input type="checkbox"/> | | <input checked="" type="checkbox"/> | |
| Connectivity | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | |
| Tags | YES | | NO | |
| digital connectivity | <input checked="" type="checkbox"/> | | <input type="checkbox"/> | |
| energy | <input type="checkbox"/> | | <input checked="" type="checkbox"/> | |
| transport | <input type="checkbox"/> | | <input checked="" type="checkbox"/> | |
| health | <input type="checkbox"/> | | <input checked="" type="checkbox"/> | |
| education and research | <input checked="" type="checkbox"/> | | <input type="checkbox"/> | |
| Migration | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | |

| | | | | |
|---|---|--------------------------|-------------------------------------|-------------------------------------|
| | Reduction of Inequalities | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| | COVID-19 | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| BUDGET INFORMATION | | | | |
| 14. Amounts concerned | Budget line(s) (article, item): 14.020110 Southern Neighbourhood Total estimated cost: EUR 35 000 000.00 Total amount of EU budget contribution EUR 35 000 000.00 of which EUR 28 000 000.00 for budget support and EUR 7 000 000.00 for complementary support. | | | |
| MANAGEMENT AND IMPLEMENTATION | | | | |
| 15. Implementation modalities (management mode and delivery methods) | Direct management through: - Budget Support: State and Resilience Building Contract - Grants Indirect management with a pillar assessed entity (UNICEF) | | | |

1.2. Summary of the Action

The Government of Jordan is committed to the provision of certified education for all children, regardless of their registration status or nationality. The most recently adopted education policies, strategies and plans - the Human Resources Development strategy¹, the Education Strategic Plan² (ESP) - reflect the government's determination to pursue the enhancement of quality education while also reforming the national education system without compromising the efforts made to accommodate refugees. The Ministry of Education (MoE) in Jordan has developed a sound results-based and costed strategic education framework, supplemented by the Accelerated Access Initiative³ (AAI), which reinforces Jordan's commitment to 'Leaving No One Behind' and aims at preventing a 'lost generation' of vulnerable children and youth.

In line with the Jordan Compact⁴ and the commitments adopted in the subsequent Brussels conferences on "Supporting the future of Syria and the region", to enhance the quality, equity and capacity of the education system for refugee children and youth, the action builds on the EU's long-term support, which has been considered a successful experience open to replication. Strengthened interaction between our different education interventions, going from early childhood to tertiary education, including Technical and Vocational Education and Training (TVET) and non-formal education will help the transition between them and contribute to a full cycle of quality education for all, in line with the Sustainable Development Goal (SDG) 4 – Quality Education. Considering the Syrian crisis is in its second decade, the international community pushes for even more inclusion into the national education system and long-term sustainability. Joint policy dialogue targeted and synergetic Technical Assistance and a better leveraged leading role for the EU in the existing donor coordination mechanisms will be critical in breaking down the silos.

The Overall Objective of this action is improved literacy, numeracy, skills, qualifications and self-reliance among all learners, targeting refugees and the most vulnerable host communities' children and youth.

The Specific Objectives (SO) of this action are:

¹ Education for prosperity : Delivering results, A National Strategy for Human Resource Development 2016-2025, https://docs.wixstatic.com/ugd/176e64_5ad5680491ba47deb1579b450950ac46.pdf

² Ministry of Education, Education Strategic Plan 2018-2022, https://moe.gov.jo/sites/default/files/esp_english_final.pdf

³ Accelerating Access Initiative (AAI) 2.0, September 2020 – August 2023, Development Coordination Unit, Ministry of Education

⁴ JOIN(2016) 41 final

1. Increased completion of a full-cycle of quality education (early childhood, primary and secondary level) for refugees and vulnerable children and youth in host communities in Jordan for the school years 2024-2025 and 2025-2026;
2. TVET and higher education opportunities empower refugees and vulnerable Jordanians in host communities for better career and livelihood pathways.

The action is in line with the priorities of the ambitious and innovative Agenda for the Mediterranean, set out in the Joint Communication from the Commission and the High Representative on the Southern Neighbourhood of 9 February 2021⁵ and its Economic and Investment Plan⁶ and in the subsequent Council conclusions on a renewed Partnership with the Southern Neighbourhood of 16 April 2021⁷, especially the flagship 1 “Support to social sectors, education, skills and health”.

1.3. Beneficiar(y)/(ies) of the action

The Action shall be carried out in the Hashemite Kingdom of Jordan, which is included in the list of ODA recipients.

2. RATIONALE

2.1. Context

Today, with the Syria crisis entering its second decade, Jordan hosts around 661,854 UNHCR-registered Syrian refugees⁸, although the real total of Syrians living in Jordan following the outbreak of the war is estimated at around 1.36 million. They make up about 12.3% of the total population in Jordan and an overwhelming majority of them is living out of the camps⁹. In line with the **EU-Jordan 2021-2027 Partnership Priorities**¹⁰, the response to the Syria crisis continues to be politically and strategically framed by the **Jordan Compact**¹¹ and the subsequent **Brussels Conferences**. Against a backdrop of continued extreme vulnerability of refugees and host communities, further exacerbated by the COVID-19 pandemic and the Russian war of aggression against Ukraine, pursuing investments to improve their access to services, ensure respect of their human rights, working to enhance their potential for self-reliance, and creating opportunities for them to contribute to Jordan’s economic development remain high on the agenda.

The Jordan Compact builds on the **Jordan 2025 national vision and strategy**, the national blueprint for a ten-year economic development path. It identifies three major priorities: (i) addressing currently high levels of unemployment, particularly for women and youth, (ii) reducing poverty, which is concentrated in disadvantaged regions and (iii) increasing investment. The effectiveness and efficiency of the Syria Response is therefore closely linked to developments in Jordan. Even more so as prospects of return remain uncertain and inclusion and sustainability issues move to the fore, given a weakening rationale for humanitarian approaches. An approach that ensures inclusiveness of all vulnerable groups should be sought, ensuring more and more alignment between the EU’s bilateral and Syria crisis response programmes. This is also emphasised in the **Multi-annual Indicative Programme (MIP) 2021-2027**¹² for Jordan and in full adherence with the priorities of the Commission: “Alliances for Sustainable Growth and Jobs¹³”, and “Migration Partnerships¹⁴”.

⁵ JOIN(2021) 2 final.

⁶ SWD(2021) 23 final

⁷ <https://data.consilium.europa.eu/doc/document/ST-7931-2021-INIT/en/pdf>.

⁸ February 2023

⁹ Only 20% of official UNHCR-registered Syrian refugees live in camps.

¹⁰ COM(2022) 164 final

¹¹ The Jordan Compact, adopted in December 2016, contains a comprehensive package which combines assistance in diverse policy areas such as trade, employment, mobility, countering violent extremism and education. In exchange, Jordan has adopted diverse measures to facilitate social and economic inclusion of Syrian refugees.

¹² C(2022)3821

¹³ https://international-partnerships.ec.europa.eu/policies/sustainable-growth-and-jobs_en

¹⁴ https://international-partnerships.ec.europa.eu/policies/migration-and-forced-displacement_en

In this framework, the inclusion efforts that were done in the education sector in the last years are exemplary and should be built on further. The Government of Jordan (GoJ) is committed to the provision of free certified education in the Hashemite Kingdom of Jordan for all children, regardless of their registration status or nationality, hence Syrian and other non-Jordanian children can participate within the national system. The most recently adopted education policies, strategies and plans – the **Human Resources Development strategy**¹⁵ (HRD) as well the **Education Strategic Plan**¹⁶ (ESP) - reflect the GoJ's determination to pursue simultaneously the enhancement of quality education, while also reforming the national education system without compromising the efforts made to accommodate refugees.

Important elements of these efforts have focused on the national education sector in a comprehensive manner, in line with SDG4 commitments. The **Accelerating Access to Quality Formal Education for Syrian Refugee Children** (AAI) that was launched in 2016 under the Jordan Compact, includes the provision of school facilities in refugee camps, double-shifting in host community schools, the refurbishment of others, and the provision of tuition fees and textbooks for Syrian students together with the appointment of more teachers. Responses to addressing the need to cater for the influx of Syrian students have been aligned with the **Jordan Response Plan (JRP)**¹⁷, helping to implement sustainable delivery systems that meet the needs of both refugees and vulnerable host communities.

The **Accelerating Access Initiative 2.0**¹⁸ (AAI 2.0), which runs from 2020 until 2023, expanded the scope of its precursor, the AAI. The AAI 2.0's strategic objective is to support the Government of Jordan (GoJ) to deliver a quality education that provides equitable and inclusive opportunities for improved learning outcomes, life-skills development, and work readiness not only for Syrian refugee children — the original scope of AAI — but also for non-Syrian refugee children and other vulnerable groups, including children with disabilities and out of school children. The AAI 2.0 is fully aligned with the **10-Year Strategy for Inclusive Education (2020-2030)** for Jordan and the ESP and can actually be seen as a programme under the strategy. The follow-up programme, AAI 3.0 (name tbc), expected to start in September 2023, is currently in the pipeline. Inclusion of the initiative into the national education system will be further reinforced.

To address the challenges caused by the COVID-19 pandemic and to ensure learning continuity and remedial education, the MoE formulated the **Education Emergency Plan (EDEP)**. It includes three phases: response (short-term), recovery (mid-term) and sustainability (long term), through and post emergency. It covers all public schools including camp schools and schools hosting refugees in the host communities. EDEP provides for distant and blended learning strategies; support to students and staff, supporting wellbeing and psychosocial support, and community awareness. The plan foresees catch up and remedial programmes to rectify the learning loss related to the COVID-19 pandemic.

Complementary to the objectives of the AAI, with the support of the EU, UNICEF has been ensuring school operations, focusing on improvements in the quality of education, across 51 schools and eleven stand-alone Kindergartens (KGs) in Azraq, Za'atari and Emirati Jordanian Camp (EJC) refugee camps. Over 36,500 Syrian refugee girls and boys benefit from these services through both formal and non-formal (NFE) education. The focus on learning recovery programmes to catch-up lost learning and the improvement of the

¹⁵ **Education for Prosperity: Delivering Results. A National Strategy for Human Resource Development. 2016-2025:** The King officially launched the strategy, which came into force in October 2016. It stipulates that the future design and operation of the HRD system, within and across each phase of education and development, should be informed by five key principles entitled (i) Access; (ii) Quality; (iii) Accountability; (iv) Innovation; and (v) Mindset.

¹⁶ **Education Strategic Plan 2018-2025 (extended through the MTR that was finalized in 2022)**, anchored in the goals of the HRD strategy and adopted by MoE in 2018 as the key policy document for the entire education sector, including a comprehensive set of Key Performance Indicators

¹⁷ **Jordan Response Plan 2020-22** defines 7 sectors, of which education is the largest. The overall education objective is "to ensure sustained quality educational services for children and youth impacted by the Syria crisis".

¹⁸The AAI 2.0 is implemented through a combination of mixed funding modalities. This includes funding from the AAI donor group comprised of the UK, the USA, Norway, Canada and Australia, whose resources are pooled together in an off-budget Joint Funding Agreement (JFA), along with direct budget support from the EU and off-budget earmarked support from Germany.

learning environment inside the camps will continue to be at the core of this intervention. Empowered Syrian Assistant Teachers (SAT) will play a key role in its implementation.

The right of every child to a full cycle of education, higher education and TVET are becoming of increasing importance. Under the Syria response (previously EUTF Madad), higher education has been targeted through several initiatives; in particular the scholarship programme EDU-Syria, which places refugees, in particular Syrian refugees, and disadvantaged Jordanians in higher education and TVET programmes. Aiming to offer innovative solutions, both under academic and TVET streams that could maximise the employment options for young Syrians towards multiple scenarios in the future is critical, not only from a human capital investment perspective but also in the fight against extremism and radicalisation. This is outlined in the Jordan Response Plan Education Sector Strategy, fully in line with SDG 4 and the ESP.

Activities under the proposed programme, will build the capacities of Syrian refugees. Something that will increase opportunities for their future employment and self-reliance. This will allow them to contribute positively to the socio-economic fabric of Jordan as well as of Syria, when and if the conditions for a voluntary, safe and dignified return are met.

2.2. Problem Analysis

Short problem analysis

According to the latest figures, of the 661,854 UNHCR-registered Syrian refugees hosted by Jordan, around 239,243 (36.2%) are school-aged children (5-17%). The recent UNHCR Vulnerability Assessment¹⁹, which for the first time also looked at non-Syrian refugees²⁰, highlights that economic conditions have worsened for many Syrians since 2018²¹ and that vulnerabilities tend to compound one another. More particularly for education, while Jordan has taken important steps to enable access to education for school-aged refugee children, 40% of Syrian, 49% of Iraqi and 44% of other nationalities' children of school-age are in families that are rated as highly vulnerable in the education domain. In the host communities, across the sample²², 75% of school-aged children are enrolled in school, while 17% have never been enrolled. In the camps, 87% of school-aged children were enrolled in Azraq and 83% in Za'atari, with enrolment rates declining significantly with age in both locations. In particular, males between the ages of 16-17 are much more likely than females to report non-enrolment (46% compared to 30%). The 18-year old cohort illustrates high increase in non-enrolment for females and a continuous rise for males (57% for females, 53% for males). Furthermore, a higher proportion of school-aged children in Azraq had never attended compared to Za'atari (47% and 37% respectively).

The protracted nature of the Syria crisis has placed significant stress on the socio-economic situation in the country, strained the capacity of the GoJ and partners to provide quality services for all children and challenged communities and caregivers to meet the needs of the vulnerable. Out of the estimated 3.16 million children in Jordan, more than 0.6 million are multi-dimensionally poor (moderate poverty level), and 0.04 million are acutely poor²³. Vulnerability has become an important concept used to guide the design, evaluation, and targeting of programmes but in order to do it successfully, coordination between the national system and the humanitarian assistance programmes should be sufficiently robust. The UNHCR Multi-Year Strategy 2023-

¹⁹ 2022 VAF population report for refugees in Camps and 2022 VAF population report for refugees in host communities. In the host communities, 6427 refugee households were randomly sampled across all governorates and in the camps, a total of 10141 individuals, representing 2208 families living in 1620 households were interviewed.

²⁰ In addition to the 2.3 million registered Palestinian refugees (not accounted for in this VAF), smaller groups comprised of Iraqi, Yemeni, Sudani, Somali and other refugees live in Jordan.

²¹ Non-Syrian refugees were added to the VAF studies in 2021 and thus comparison prior to this year cannot be concluded.

²² In the host communities, 6427 refugee households were randomly sampled across all governorates and in the camps, a total of 10141 individuals, representing 2208 families living in 1620 households were interviewed.

²³ "Geographic Multidimensional Vulnerability Analysis – Jordan" – UNICEF, 2020

2025²⁴ reports that refugees, including in camps, should no longer be considered as automatically vulnerable, which means a more comprehensive approach to vulnerability should be adopted and comparability with national data should be encouraged. Evidence points to intersectional poverty wherein refugees, poor households, people living with disability, residing in rural areas, and women suffer higher rates of vulnerability.

Children and young people in a vulnerable situation face multiple deprivations – poverty, profound stress, and limited access to quality education. The impacts of the COVID-19 pandemic have been particularly severe for refugees living in camps, due to prolonged movement restrictions that further restricted their access to income-earning opportunities combined with the continued closure of schools. The global effects of the Russian war of aggression against Ukraine or the Türkiye-Syria earthquake in February 2023 could further aggravate this situation. According to a World Bank analysis (World Bank, 2021), extended school closures in 2020 and 2021 are likely to have undone the learning progress achieved in Jordan since 2018. While out of school, children and youth became more vulnerable to engaging in unsafe practices and negative coping mechanisms such as child labour and early marriage.

Refugees and other vulnerable children in Jordan face significant barriers to completing a full cycle of education and learning to their potential. The latest AAI Progress Report (May-November 2022) reports that of the 239,243 estimated school-aged Syrian refugee children, 147,000 children were enrolled in formal education in 2021/2022, up from 144,100 in 2019/2020. For non-Syrian refugees, the number went down from 23,207 in 2019/2020 to 20,865 in 2021/2022, close follow-up will be required.

In the post COVID-19 context, a National Diagnostic Assessment (NDA), jointly developed by UNICEF and the MoE, was conducted in March 2022. It was sat by all 1.25 million students in Jordan, including refugees, from Grade 4 to 11, and assessed learning loss in Arabic and Mathematics. This exercise shows the willingness of the MoE to address the impact of the COVID-19 pandemic in a structural manner. The full NDA results have not yet been published but initial feedback is quite pessimistic. The NDA should be understood as underpinning and informing the MoE response to learning loss post COVID-19, as set out in the EDEP, and inform the design of remedial programmes. In line with this, the 2021-2022 Survey Report on Education Quality for 15 Camp Schools confirms that 93.3% of schools are still performing below average²⁵. The proportion of extremely poor performing schools has even increased from previously 6.7% of schools to now 20% of schools. The deteriorations were mainly related to low progress and attainment (linked to quality of teaching), poor attendance and poor monitoring of the quality of education by school leadership. It is clear that the setback of the pandemic will have to remain high on the policy agenda for several years to come and this will equally have to be reflected in a realistic level of ambition for this particular intervention.

Although it is gaining traction, in protracted crisis contexts, higher education for refugees remains low on the agenda and has been perceived as a luxury in contexts without universal primary or secondary education. This perception has been further magnified by the recent pandemic. Despite the important social and economic benefits of higher education, both at the level of the individual and the community, particularly to drive post-conflict reconstruction, globally only 1% of refugees attend university. In Jordan, 8% of Syrian refugees are participating in higher education. This is due to a complex array of factors, including financial hardship, refugees' lack of identity documentation and proof of former study, institutional rigidity and the incapacity of Jordanian higher education institutions to absorb vast numbers of refugees. A popular donor strategy for increasing access to higher education for refugees has been TVET/skills development, focusing on employability and economic development. It is a pathway that has proven successful and that should definitely be continued and further strengthened.

²⁴ https://www.unhcr.org/jo/wp-content/uploads/sites/60/2023/01/2023-2025-SUMMARY-Multi-Year-Strategy-UNHCR-Jordan_final.pdf

²⁵ The monitoring framework consists of 3 performance standards: (1) Quality of teaching and learning in the school; (2) Students' Personal Development, well-being and safety; and (3) Effectiveness of Leadership and Management of the school.

However, a one-size fits all approach to higher education with a sole overarching aim to improve employment outcomes might fail to address the non-financial aspects of welfare of refugees and fall short in enabling young people to live lives that they have reason to value. Lack of higher education opportunities, unequal access to these opportunities, and/or the wrong type of education can also contribute to regional insecurity and instability and increase refugee's vulnerability to a range of undesirable outcomes, including radicalisation, criminal activity or early or forced marriage. For these reasons, and also considering that during post-conflict reconstruction, educated refugees are the human capital that can play an important role in rebuilding local, national and regional institutions, continued investments in higher and university education remain of equal importance.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action.

- **Refugee communities in and outside the camps and vulnerable children/youth in host communities.** These are considered to be the first and main priority stakeholders. Providing quality education and access to both refugees and vulnerable children and youth in host communities will have a positive impact on the overall socio-economic situation of the population;
- **The Ministry of Education (MoE)** will be the main government stakeholder, supported by **Ministry of Planning and International Cooperation (MoPIC)**. They will participate in regular coordination and steering of the programme;
- **UNICEF** as the UN mandated agency on education, will provide complementary support to the government-led education system in the camp environment;
- **The AAI 2.0 donors coordination group** (as it is currently known) will meet regularly throughout implementation and will be regularly consulted, in particular participating EU Member States. The EU will take a more active role within this group and try to strengthen the linkages with the national sector coordination groups: Education Development Partner Group (EDPG) and the Education Sector Working Group (ESWG), also feeding into the regular policy dialogue and align where possible;
- **Civil society and other relevant education actors active at camp level:** The MoE will establish core teams combining key technical staff from the camp directorates to monitor the performance of activities at the field level. Regular coordination meetings focusing on the camp schools will take place. Coordination will include representatives from the humanitarian and development community and closer interaction with UNICEF and the schools will be encouraged;
- **The Ministry of Higher Education and Scientific Research (MoHESR)** will be closely involved in the coordination and monitoring of the higher education/TVET component under this action, ensuring more ownership and possible expansion;
- **Relevant higher education institutions**, probably in the form of a consortium (exact composition remains to be confirmed), potentially including German Jordanian University (GJU), Queen Rania Teacher Academy (QRTA), DAAD, NUFFIC, Luminus, Zarqa University, Yarmouk University, Jordan University of Sciences and Technology, Mu'tah University, etc. The consortium is open to examine the benefit of additional partners;
- **Ministry of Finance (MoF)** transfers the funds to the MoE.

International support to the implementation of the AAI is well coordinated by the MoE that takes a leading role in the determination of priorities and the follow-up to the initiative. A broad group of donors are supporting the AAI, including Germany, Canada, Australia, UK, USA and Norway. With reduced funding from some of the donor partners, the EU contribution will be increasingly important to ensure continuity of quality and access to education for refugee youth in camps and host communities.

2.3. Lessons Learned

The following lessons learned from the previous phases should be highlighted:

The Evaluation of EU Trust Fund (EUTF)-funded Programmes/Projects on Basic Education that was done in 2019, highlights that EUTF support remains highly relevant and critical to providing basic education to refugee children, vulnerable children and youth in host communities. The initial findings of the Outcome Evaluation of EUTF Syria (2022) reiterate that the enrolment target has been exceeded, even though the transition from NFE into formal education is challenging and the drop-out numbers remain high.

In Jordan more specifically, according to the last sector assessment (July 2022), progress particularly referred to (i) increased enrolment of Syrian children in the education system, especially the enrolment in the KG and the Catch-Up classes; (ii) improved pupil-teacher ratios (PTRs) by achieving the targeted staff numbers serving the Syrian students; and (iii) enhanced professional development and training of staff serving Syrian students. General recommendations for improving the quality of education in camp schools relate to (i) improving the quality of teaching and learning; (ii) improving students' personal development and well-being; and (iii) improving the effectiveness of leadership and management. To accomplish this, it will be important to strengthen the authority of schools over their own funding, e.g. by directly receiving funds from the field directorates earmarked for qualitative school support. Huge efforts to support students have been done pre- and post-COVID-19, yet not sufficiently well coordinated to effectively reach the school level. The momentum of the NDA – which offers the much needed opportunity to identify the learning losses at classroom level and the scope remedial education should take – should not be lost. Under the long-term response of the EDEP, schools should be able to establish a rigorous system to ensure tracking of students, appropriate accelerated and targeted learning (curriculum adjustments), teaching resources support and professional development for teachers.

By the end of 2022, a Rapid Evaluation of the AAI 2.0 was launched under the supervision of the AAI donor group. The findings and recommendations (not yet available at this stage) will inform areas for adaptive management of existing interventions and inform the future AAI strategy (post 2023).

Since 2015, the EU has been supporting higher education under the Madad Fund through the EDU-Syria scholarship programme. A recent Results Oriented Monitoring (ROM) that took place in 2021 considered that the initiative remains extremely relevant for the target group in the region. The activities contribute to the overarching aim to support Syrian refugees and disadvantaged Jordanians in their academic progress and development of their work and life skills. The 2018 Evaluation of Madad-funded Programmes for Higher Education considered that the higher education pathway of a young refugee starts in secondary school where perspectives and study orientation need to begin and continue towards preparation for entering TVET at lower or higher levels or for accessing higher education. The complementarity between the different components of this action aims to ensure this transition successfully. This also implies developing innovative solutions that maximise the options for young refugees towards multiple scenarios in the future, which is something EDU-Syria has started to invest in more strongly.

2.4. Additional Areas of Assessment

2.4.1. Public Policy

The MoE has continued to make progress in the reform of the education system in Jordan, despite the challenges of the COVID-19 pandemic. MoE's commitment to implementation of the education reform in its various components remains strong. The Development Coordination Unit (DCU) continues to provide reliable coordination services towards the overall sector reform, and contributes greatly towards successful dialogue within and across the MoE, donors and also the Ministry of Planning and International Cooperation (MoPIC).

The adoption of the Education Strategic Plan 2018-2022 (with its extension including refined Key Performance Indicators (KPIs) with targets through to 2024/2025) has been an important milestone with regard to future educational development in Jordan. The sector policy as contained in the ESP remains credible

and relevant: key problems are identified and substantiated, specific objectives support strategies, and objectives are clear and measurable, with clear reform-oriented actions building on previous achievements. It contributes primarily to the progressive achievement of SDG 4 Quality Education but also promotes progress towards SDG 5 Gender Equality, SDG 8 Decent Work and Economic Growth, and SDG 10 Reduced Inequalities.

With a view to addressing the crisis situation created by the high influx of Syrian refugees into the Jordanian education system, the ESP demonstrates its relevance also with regard to the JRP, which explicitly adopts a resilience-based approach to respond to and mitigate the effects of the crisis on Syrian refugees and Jordanian people, host communities and institutions. The efforts supported by partners of a fuller incorporation of the AAI into the ESP have been sustained, in order to increase complementarities and avoid duplications. The extended scope of AAI 2.0 really helped with re-framing it as part of the ESP, and reporting against ESP KPIs. The AAI 2.0 expands inclusion to vulnerable groups in addition to Syrian refugees, i.e. other refugee children, those with disabilities – buttressed by the 10-Year Strategy for Inclusive Education - and children out-of-school, with the goal to provide life-skills, learning outcomes and work readiness. It incorporates Drop Out and Catch Up programmes and improvement of teachers' qualifications, among others. In the coming years, further integration of the AAI framework into the ESP as comprehensively as possible will be a key priority.

In conclusion, the policy is sufficiently relevant and credible for budget support contract objectives to be largely achieved. Therefore, the policy can be supported by the Commission with the proposed budget support contract.

2.4.2. Macroeconomic Policy

Jordan has preserved macroeconomic stability despite a series of severe and highly persistent shocks, including regional conflicts, domestic uncertainty, the hosting of Syrian refugees, the disruption of critical export markets, and rising borrowing costs. This being said, Jordan remains heavily dependent on imported food and fuel, the costs of which are increasing, widening the trade deficit. The 2022 current account deficit has widened somewhat, due to a larger import bill; but international reserves have been buoyed by the rebound in travel receipts and remittances. The 2022 current account deficit (CAD) is projected at 7.8% of GDP.

Continued post-COVID-19 recovery and positive spill overs from the region led to stronger growth in 2022–23, however, the medium-term outlook is weighed down by elevated commodity prices, tightening financial conditions, and a slowing global economy. GDP growth is projected to remain at around 2.7% in 2022–23. Inflation, projected at 4.4% for 2022, has increased but remains moderate and should ease in the period ahead. The banking system remains resilient to shocks. Financial challenges in the electricity sector are exacerbating fiscal pressures as subsidies have increased considerably on the back of high international commodity prices. Unemployment for Jordanians remained elevated at 22.6% in 2022, with youth unemployment showing some decline but remaining high at nearly 50%.

In the past two years, the GoJ implemented a number of economic stimulus packages to cushion the economic fallout of the shock. While fiscal and monetary policies helped contain the decline, job-rich sectors including retail, restaurants, and hotels, manufacturing, and construction, experienced sharp contractions. Despite the challenging external environment and tighter financing conditions, the authorities remain committed to bringing debt-to-GDP to 80% by end-2027. This will be based on revenue-raising and expenditure-containing measures, limiting the National Electric Power company (NEPCO)'s losses and the drain on the budget as well as through improved outlook for social security income and the water sector financial balance.

Globally and in the region, Jordan is one of the most import dependent countries for covering its national grains consumption needs. The country is highly vulnerable to price volatility and supply disruptions in global markets for basic agricultural commodities. Jordan does not produce significant volumes of basic agricultural commodities domestically. Although Jordan does not depend on imports from Ukraine or Russia, given that

Romania is the largest supplier of wheat to Jordan²⁶, the supply shock caused by the Russian war of aggression against Ukraine has changed the geopolitics and economics of grain trade where small buyers, like Jordan, are competing in a tight market with large countries and fewer suppliers, that are geographically farther from the region, and where not only price, but also grain quality play an important role in the purchasing decisions of the GoJ, further reducing market options for the country.

The GoJ pursues credible and relevant stability-oriented policies aiming at maintaining fiscal and financial stability. The authorities are committed to persevering with their efforts to reliably lift growth, create jobs, and reduce poverty, while preserving stability, as it was demonstrated by the completion of the fifth review of Jordan's arrangement with the IMF under the Extended Fund Facility (EFF).

In the same context, the EU's third Macro-Financial Assistance (MFA) to Jordan, for a total amount of EUR 700 million, was signed in October 2020 to continue the EU support Jordan to preserve macro-economic stability. The first tranche was disbursed on 20 November 2020, following the adoption of the Commission Borrowing and Release decisions on 23 October 2020. The release of the first tranche was conditional on a positive assessment of the political pre-condition and a satisfactory track record under the IMF programme. The second tranche was disbursed in July 2021 based on a positive assessment of the policy benchmarks. The final and third tranche disbursement was disbursed in May 2023 (EUR 200M), thereby successfully concluding the operation.

In January 2022, Jordan was included to the EU list of high-risk third countries for Anti Money Laundering and Terrorism Finance purposes. The new Money Laundering and Terrorist Financing Law entered into force in mid-September 2021 and was already addressing many shortcomings related to the legislative aspects. The EU is assisting Jordan to implement its Financial Action Task Force (FATF) action plan and address the strategic deficiencies in its Anti-Money Laundering/Counter Terrorist Financing (AML/CFT) regime and hence remove Jordan from the "grey list". This would be of utmost importance, as the listing – due to AML/CFT obligations increases the cost of doing business, hence having a negative impact on investments (while our common objective is to attract Foreign Direct Investments (FDI) to Jordan). In addition, being on the grey list, Jordan may have limited access to international loans. Under the fourth EFF review, the IMF has also recognised that good progress has been made to enhance the regime for anti-money laundering and combatting terrorism financing. The authorities should continue to work actively to ensure effective implementation of the FATF recommendations.

In its fifth review²⁷, the IMF concluded that Jordan's IMF-supported EFF programme remains firmly on track, with notably strong performance on domestic revenue mobilisation. The authorities have navigated the significant economic challenges of the pandemic period, while protecting critical social and health spending, and implementing key structural reforms. Despite the challenging circumstances brought on by the pandemic, sound policies have helped maintain macroeconomic stability.

In conclusion, the authorities are pursuing a stability-oriented macroeconomic policy and the eligibility criterion is met.

2.4.3. Public Financial Management

The Public Financial Management (PFM) eligibility criterion is considered fulfilled as Jordan's new PFM Reform Strategy (2022-2025) is sufficiently relevant and credible.

²⁶ In 2020, Jordan imported wheat worth 450 million USD, out of which **292 million USD from Romania**; 79.6 million USD from Ukraine and 77.5 million from Russia, 0.433 million USD from India and 0.291 million USD from Kuwait. So Romania was the number one importer for Jordan, as **Jordan did not depend on imports from Ukraine and Russia**. (verbal transmission by Jordanian authorities on the occasion of the Association Council in June 2022)

²⁷ <https://www.imf.org/en/Publications/CR/Issues/2023/01/25/Jordan-Fifth-Review-Under-the-Extended-Arrangement-Under-the-Extended-Fund-Facility-and-528616>

A new **Public and Expenditure Financial Assessment (PEFA)** has been carried out in 2021 through EU support. The final report was received from the assessors in the beginning of December 2021, and was validated by stakeholders in June 2022. PEFA check has been also issued by the PEFA Secretariat. The Government finalised - with donor assistance - the PFM Reform Strategy in October 2022, which is based on the new PEFA findings as well as IMF Fiscal Transparency Evaluation FTE (2021).

The **new Public Financial Management Strategy (2022-2025)** aims to identify the government's direction regarding the development and reform of public finance mechanisms in line with national goals and government priorities and the financial reform programme agreed with the International Monetary Fund, to improve public finance performance, strengthen fiscal discipline and promote economic growth and raise the standard of living for citizens. Hence, this strategy is a continuation of previous strategies that the government, led by the Ministry of Finance and the concerned authorities have implemented during the past years.

The new strategy consists of five strategic pillars targeting a total of twelve sub pillars, as follows:

Strategy Pillars:

The strategy consists of five key pillars:

1. Budget Reliability and Execution

- Increasing Domestic Revenues
- Public Procurement and Tenders Management
- Improving Cash Management

2. Public Finance Transparency

- Dissemination of Financial Reports
- Budget Law Documents

3. Financial Forecasting

- Macroeconomic and Financial Forecasting

4. Asset and Liability Management

- Public Investment Management
- Public Debt Management

8 The Strategy for PFM of Hashemite kingdom of Jordan (2022-2025) SEPD

- Public Assets Management

5. Control

- Internal Audit
- External Audit – Audit Bureau
- Accounting and Reporting

The strategy also attaches activities to achieve the goals with a timeline. The strategy is also costed and indicates the stakeholders; it is therefore satisfies the criteria described in the PEFA Volume IV manual.

In line with the IMF programme and the wider policy framework, there is a strong commitment from the authorities **to improve tax administration and public financial management**, not just to improve budget outcomes but to increase public trust. Under public finance management, fiscal policy measures, the GoJ made significant progress toward closing tax loopholes, while the Income and Sales Tax Department (ISTD) of the Ministry of Finances has made substantial inroads into improving compliance. Going forward, the implementation of new legislative and administrative reforms is expected to generate, cumulatively, an additional 0.4% of GDP in revenue measures in 2024, and an additional 0.7% of GDP over 2025–27. This is expected to comprise (i) measures to broaden the income tax base by rationalizing new tax exemptions (via

the new investment law) and the implementation of compliance improvement plans in the Large Taxpayer and Free Professionals Directorates; (ii) efforts to broaden the GST base by introducing place of taxation rules and rationalize new Goods and Services Tax (GST) exemptions via the new investment law, as well as an anticipated reduction in smuggling following the recent customs reform; (iii) closure of key tax loopholes as a result of bringing the Aqaba Special Economic Zone authority (ASEZA) within the national tax and customs systems; and (iv) fully implementing the track-and-trace system for alcohol while better tackling cigarette smuggling through stronger inter-agency border control, and better compliance enforcement efforts domestically.

With a view to promoting a high level of good tax governance, in September 2020, Jordan ratified the Multilateral Convention to Implement Tax Treaty Related Measures to Prevent Base Erosion and Profit Shifting (Multilateral Convention or MLI), underlining its strong commitment to prevent the abuse of tax treaties and base erosion and profit shifting (**BEPS**) by multinational enterprises. Moreover, Jordan also signed and ratified the Convention on Mutual Administrative Assistance in Tax Matters (**MAC Convention**), which entered into force in December 2021. Since 2019, Jordan is also member of **the Global Forum on Transparency and Exchange** of Information for Tax Purposes, which is the leading international body working on the implementation of global transparency and exchange of information standards around the world.

In the area of public investment management, the GoJ endorsed the **PIM - PPP Governance Framework** (2019). The Public Private Partnership (PPP) secondary legislation was approved by the Council of Ministers and published in the Official Gazette in November 2020 and April 2021, respectively. The bylaws regulate the four PPP project phases, namely the selection, preparation, tendering and implementation phases. They further regulate the creation of a “Technical Committee of Fiscal Commitments”, a “Public Private Partnership Projects Account” at the central bank and a “National Registry of Public Investment Projects Regulation”. The PPP secondary legislation is in line with international best practice, as confirmed by the World Bank, which has assisted Jordan throughout the drafting process. A dedicated Public Investment Management Unit has been established by Government, guidelines for projects appraisal methodology was introduced and almost 200 public investment project proposals were assessed in accordance with these Public Investment Management Guidelines.

The government furthermore prepared the legislative basis for the National Registry of Investment Projects (NRIP), comprising of the Public Investment Project (PIP) Databank and the Public-Private Partnership (PPP) Project Databank; we have been collecting the necessary information on approved PPPs, and expect to migrate this to the electronic version of the platform once launched. We will also include in the NRIP all PIPs in the 2023 General Budget greater than JD 1 million.

In order to increase transparency and efficiency in the **public procurement system**, the government is working on the full operationalisation of the electronic tendering system. The Jordan Online E-Procurement System (JONEPS) was developed in 2014-2017 with the support of the Korea International Cooperation Agency (KOICA), as Korea created a similar platform named KONEPS in 2002. Further steps were taken in 2019, when the Jordanian government declared to use JONEPS for all procurements of public authorities to unify the previously fragmented procurement process in Jordan. The Unified Public Procurement Bylaw (No. 28 of 2019) required the establishment of a Central Policy and Oversight Unit and an Independent Complaints-Handling Unit including thus a complaint mechanism which is now operational. In 2022, JONEPS coverage was expanded to include the Education and Health Ministries and start the process to implement the JONEPS procurement system for municipalities, starting with GAM, with full coverage of GAM expected by June 2023.

Building on recent reforms, the government is strengthening the anti-corruption legal framework and the capacity of the Integrity and Anti-Corruption Commission, including on implementing the amended Illicit Gains Law recently passed by Parliament.

The Audit Bureau Law (2018) strengthened the Bureau’s functioning and independence. Work is ongoing to strengthen **external audit** covering both performance in service delivery and the content and quality of

financial reporting. Risk based audits will be further reinforced through EU twinning projects at the Audit Bureau.

As for debt management, the **Debt Management Strategy** (2019 – 2023) has been updated.

The **fifth IMF EFF review** in November 2022 confirmed Jordan's EFF programme remains firmly on track. The authorities have maintained macroeconomic stability and market access, while protecting the most vulnerable, and implementing key structural reforms, especially in the area of public finance. All end-June and end-September quantitative performance criteria (QPCs) and four end-June and end-September indicative targets (ITs) were met; however, three June and September ITs on water and electricity sector arrears were missed. As agreed in the fourth review, the authorities have eliminated the subsidies on gasoline and diesel. They also met structural benchmarks (SBs) on introducing GST place of taxation rules; strengthening the governance of fiscal incentives; improving the competition framework; removing legal impediments to female employment; implementing an FDI survey; and rolling out e-procurement. The 2022 and 2023 fiscal targets are being relaxed slightly to accommodate higher food-related spending. The authorities remain committed to reducing public debt/GDP to 80% by 2027.

In conclusion, the public finance management reform strategy is sufficiently relevant and credible, including on domestic revenue mobilisation, and the eligibility criterion is met.

2.4.4. Transparency and Oversight of the Budget

The Government of Jordan has met the entry point of the general condition on transparency and oversight of the budget as it is defined in the EU Budget Support Guidelines of December 2017²⁸. The GoJ has in fact published the enacted budget of the past budget cycle within the same fiscal year. “Transparency and oversight of the budget” (pp. 15-16 for bilateral) has recently been put into question with the decision of the Parliamentary Financial Committee to hold all 2023 budget meetings behind closed doors.

The budget proposal for 2023 was endorsed by Cabinet on 30 November 2021 and was published on the General Budget Department (GBD) website the following day on 1 December 2021. The Lower House in February 2023 subsequently discussed the draft Law and passed the Bill on 15 February 2023, which is now proceeding to the Upper House. The Royal Decree was issued on 1 March 2023, after the Upper House endorsement. The law has thus passed all constitutional stages, having been approved by both chambers of Parliament. The budget amounts to JD11.4 billion, with general revenues of JD 9.5 billion and a deficit of approximately JD 1.8 billion. The Official Gazette has also published all the details of the law.

The Open Budget Survey 2021 (released on 31 May 2022) Jordan scored 61/100 on budget transparency, which is considered sufficient to enable the public to engage in budget discussions in an informed manner and is substantially higher than the global average of 45. Since the 2015 Survey (which was updated in 2016), Jordan has increased the availability of budget information, however there are still weaknesses with the compilation and dissemination of the Mid-Year Reviews.

As for budget oversight by the legislature Jordan scored 39/100, which is a deterioration compared to the previous survey (i.e. 43/100). This score reflects that the legislature and supreme audit institution in Jordan, together, provide weak oversight during the budget process. Taken individually, the legislative oversight is limited (44/100), while the audit oversight is weak (28/100). The score on the oversight by the Supreme Audit institution is lower (28/100) because of the limited independence and resources of the Audit Bureau (AB). The Audit Bureau Law was amended by the Parliament in September 2018 with some positive elements to enhance the independence of the institution in line with INTOSAI standards and there is a strong commitment

28

https://myintracomm.ec.europa.eu/dg/near/whatwedo/Programming/Documents/ipa/BSG_FR_WEB%20VERSION_20180604.pdf

from the current President²⁹ of the AB to further strengthen the institution, however lack of independence has been also confirmed by the 2021 PEFA assessment.

IMF has stressed the need to publish COVID-19 related spending, including beneficial ownership information for large transactions. The MoF is continuously publishing the COVID-19 spending since September 2020 on its website, including beneficial ownership information for large transactions in line with IMF programme.

The IMF Fiscal Transparency Evaluation of October 2021 also concluded that, although further improvement is needed, in Jordan the fiscal reports have become more comprehensive and cover a high proportion of public sector institutions. The frequency of in-year reporting is at an advanced level, as is the timeliness of publication of the government's annual financial statements. Fiscal statistics are disseminated in accordance with international standards (SDDS). Fiscal forecasts and budgets have become more forward looking and policy oriented with the introduction of a five-year medium-term budget framework and a programme classification.

In conclusion, the relevant budget documentation has been published and the eligibility criterion is met.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective/Impact of this action is improved literacy, numeracy, skill, qualifications and self-reliance among all learners, targeting refugees and the most vulnerable host communities' children/youth.

The Specific Objective(s) (Outcomes) of this action are:

1. Increased rate of completion of a full cycle of quality education (early childhood, primary and secondary level) for refugees and vulnerable children and youth in host communities in Jordan for the school years 2024-2025 and 2025-2026;
2. TVET and higher education opportunities empower refugees and vulnerable Jordanians in host communities for better career and livelihood pathways.

The **Induced Outputs** to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1 Increased availability of safe and well-resourced learning environments
- 1.2 Improved leadership and management of schools and institutions accountable for learning
- 1.3 Increased availability and presence of qualified, motivated teachers and other education staff

The **Direct Outputs** to be delivered by this action contributing to the corresponding Induced Outputs are:

- 1.1.1 Increased size and share of external funds provided through the national budget and available for increased discretionary spending in support of Education sector objectives
- 1.1.2 Framework for policy dialogue strengthened and aligned to the MoEs performance framework
- 1.1.3 Improved capacity for design and implementation of systems for teacher well-being and professional development
- 1.1.4 Improved capacities, processes and tools for quality assurance, including assessing learning outcomes and supervising and supporting schools
- 1.1.5 Improved strategies for school resource management focused on learning, equity and engagement with local communities
- 2.1 Increased availability and completion of diverse and context relevant scholarships (TVET, Bachelor, Master, Teacher certificate, etc.)

²⁹ On 17 November 2019, Assem Haddad was sworn as president of the Audit Bureau

- 2.2 Strengthened entrepreneurship and employment skills and (motivation for) participation in the labour market
- 2.3 Developed national and regional alumni networks and platforms of information sharing, collective learning and community development

3.2. Indicative Activities

Activities related to Direct Outputs 1.1.1 -1.1.5:

- Transfer of funds
- Provision (contracts and salaries) of Syrian Assistant Teachers (SATs);
- Policy and political dialogue, assessment of the performance framework and disbursement of funds;
- School leadership trainers teams trained and supported to develop plans and conduct outreach to parents and communities, contributing to student inclusion, retention and re-engagement in learning, including efforts to end violence in schools and create safe and protective learning environments;
- SATs supported to undertake data management, including tracking use of attendance and learning data;
- SATs receive training to manage learning resources and support teachers to deliver accelerated learning programme;
- SATs receive professional development coaching (including via training the trainers where applicable) and mentoring to screen and diagnose reading difficulties and to support targeted students in Grade 4 and 5 in formal education to learn to read to a Grade 3 level;
- Operations and maintenance in camp schools e.g.: oversight/quality control, furniture, transportation of children, supplies (maintenance, cleaning, hygiene, etc.), security in schools, utilities (for example maintenance of generators and fuel), infrastructure and heavy maintenance, procurement of ICT equipment and teaching materials;

Considering that the next phase of the AAI is under formulation, this list of activities is only indicative and might be expanded or reduced depending on the priorities that will be jointly agreed with MoE and the contributing donors. Strong alignment with the ESP will be ensured.

Activities related to Direct Outputs 2.1 – 2.3

- Develop adequate and timely information and services on preparation, eligibility and availability of TVET/higher education scholarship programmes and opportunities for secondary school students;
- Manage the scholarship programme (Master, Bachelor, TVET level) including a unified application process and award criteria on the basis of a calibrated mix of transparent academic, motivation and vulnerability criteria;
- Provide scholarship students with a broad range of high quality study programmes and access to administrative, educational, livelihood and psychosocial support;
- Conduct regular graduate tracer studies to allow evidence-based adaptations to the scholarships and increase compatibility with the needs of the labour market or link with alternative pathways to employment;
- Provide short-term programmes designed to increase access to the labour market (e.g. Teacher Certificate Scholarship Programme, Six-Month Labor Market Oriented Course Scholarship Programme , “Bottlenecks” Alleviation Programme and Entrepreneurship Training Scholarship Programme, language and digital skill courses) and strengthen collaborations with partners who offer tailored training and job opportunities aligned with refugees’ needs;
- Strengthen the national/regional alumni platform with broad based representation and regular networking opportunities for employers, graduates and alumni to increase employability;

- Develop a local and regional media outreach plan to actively engage the press and social media around innovative collaborative and participative actions and to identify and promote additional funding for the scholarships.

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

Outcomes of the Strategic Environmental Assessment (SEA) screening

The SEA screening concluded that no further action was required.

Outcomes of the Environmental Impact Assessment (EIA) screening

The EIA screening classified the action as Category C (no need for further assessment).

Outcome of the Climate Risk Assessment (CRA) screening

The CRA screening concluded that this action is no or low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that throughout the project design and implementation gender mainstreaming will be taken into consideration. With respect to access to quality education, special effort will be made to ensure gender equality, and taking into account the different barriers, which may influence boys' and girls' participation, such as child labour, domestic labour, child marriage and traditional gender roles.

Human Rights

The EU Guidelines for the Promotion and Protection of the Rights of the Child from 2017 is one of the key elements of the Rights Based Approach for this action. For the target groups of this action special attention will be given to married children, victims of violence and/or gender-based violence, child labour victims, children traumatised/affected by armed conflict, and physical or mentally disabled children.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that children/youth with disabilities will be specifically targeted through this action, in particular under SO 1.

Democracy

N/A

Conflict sensitivity, peace and resilience

N/A

Disaster Risk Reduction

N/A

3.4. Risks and Assumptions

| Category | Risks | Likelihood (High/Medium/Low) | Impact (High/Medium/Low) | Mitigating measures |
|-----------------------------------|---|------------------------------|--------------------------|---|
| 1-External environment | Political climate in the region (also the repercussions of the Russian war of aggression against Ukraine and Türkiye-Syria Earthquake) adversely affects attitudes towards Syrian refugees. | M | H | Active engagement with the state and civil society and inclusion of host communities' vulnerable children/youth to promote social cohesion. |
| 1-External environment | Government reshuffle and change of line Ministers, lack of political buy-in by government stakeholders. | M | M | Longstanding engagement with MoE Intervention in line with the national education policy framework and the Jordan Compact. Intensive policy dialogue will take place throughout implementation. |
| 1-External environment | Negative impact of the worsening socio-economic situation (Russian war of aggression against Ukraine, Türkiye-Syria Earthquake and other structural issues) on education and learning. | H | H | MoE developed an <i>Education During Emergency Plan</i> (EDEP), including a comprehensive and sequenced set of response measures to avoid the resort to negative coping mechanisms. |
| 2-Planning, processes and systems | The AAI 2.0 runs until the end of 2023, while EU support still covers the full school year 2025-2026. | H | L | AAI 2.0 will transition into a similar, yet more integrated set-up in 2024. Several likeminded donors are involved in the process. Continuous policy dialogue throughout implementation. |
| 3- People and the organisation | Limited availability of good teachers due to lack of pre-service training. | M | H | Unemployment rate is around 30% among academicians. The MoE is organising a 10 weeks pre-service course. Separate measures will be implemented to support the school management and the teachers in the double shift schools. |

| Category | Risks | Likelihood (High/Medium/Low) | Impact (High/Medium/Low) | Mitigating measures |
|--------------------------------|--|------------------------------|--------------------------|--|
| 3- People and the organisation | High dropout rates at secondary level reduce number of scholarship candidates. | L | H | The better coordination between the different components of the programme should reduce this risk. Close follow-up and preparation of potential candidates is foreseen. So far the demand for the scholarships largely surpasses the offer |

External Assumptions

- The GoJ maintains its commitment towards refugees and transition efforts and the relevant ministries (MoE, MoPIC, MoF) are closely associated to this action;
- Strong donor cooperation and coordination continues, with donors delivering on their commitments;
- UNICEF funding gaps in camps are addressed in order to have the schools in camps fully operational.

3.5. Intervention Logic

The theory of change of this intervention builds on longstanding and well-established initiatives that have proven their effectiveness in addressing education as a response to the Syrian crisis and minimising the impact on children's and youth learning. The intervention also works on the assumption that further inclusion of refugee children into the national education system remains a commitment by the Jordanian authorities. Policy dialogue will be at the very heart of this intervention. Under the EU's bilateral cooperation with Jordan, education has been a major priority sector for almost a decade, long-term and considerable investments have been made. For the upcoming seven years this will continue to be the case, as outlined in the MIP 2021-2027. The comparative advantage of this strong presence on both sides of the spectrum and stable funding perspectives, should be further leveraged through strengthened engagement in the existing donor coordination mechanisms (AAI 2.0, EDPG and ESWG) and a strong joint policy dialogue at all levels. The policy dialogue will be accompanied by continued Technical Assistance that covers both refugee and bilateral support in a mainstreamed manner and by the strategic partnership with UNICEF in areas such as remedial education, non-formal education (NFE), contract teachers.

Based on those assumptions, the intervention logic is that:

IF the EU continues to contribute to the Accelerated Access Initiative, and

IF the Jordanian authorities remain committed to the inclusion of refugee children into the national education system, and

IF the AAI is able to pay costs for all education needs of refugee and host community children, and

IF the MoE is able to provide qualified teachers to the schools in camps and host communities, and

IF the professional development of Syrian Teaching Assistants can be further strengthened,

THEN the quality of teaching within the camp and host community schools will increase and

THEN enrolment of children into formal education establishments will increase and

THEN a full cycle of quality education can be provided for all refugee children in Jordan.

In parallel,

IF the EU invests in scholarships for tertiary education and TVET for refugee and host community graduates, and

IF those scholarships can be linked to livelihoods and TVET actions,

THEN refugee graduates and vulnerable host communities will increase their self-reliance and

THEN their dependence on social protection and cash assistance will reduce and

THEN they will be able to contribute to a productive economy.

3.6. Indicative Logical Framework Matrix³⁰

| Results | Results chain | Indicators (max. 15) | Baselines (value and year) | Targets by the end of the budget support contract (value and year) | Sources of data (1 per indicator) |
|--|---|--|----------------------------|--|--|
| Indicative Impact of the policy | Improved literacy, numeracy, skill, qualifications and self-reliance among all learners, targeting refugees and the most vulnerable host communities' children/youth | 1. Youth literacy rate (disaggregated by sex, access to Early Childhood Education, community of origin, and geographical location - region, urban/rural, wealth quintile)** | 99.3% (2018) | 99.7% (2027) | Sustainable Development Report |
| | | 2.2 Percentage of refugees and vulnerable Jordanian youths employed after having benefitted from an EU funded scholarship** | 0 (2023) | 50-60% of EU funded graduates are employed (2027) | Ex-post evaluation/tracer study |
| Expected Outcomes of the policy | 1. Increased rate of completion of a full-cycle of quality education (early childhood, primary and secondary level) for refugees and vulnerable children and youth in host communities in Jordan for the school years 2024-2025 and 2025-2026 | 1.1 Tawjihi³¹ pass rate (disaggregated by sex, community of origin, access to Early Childhood Education, administrative sub-regions, location - urban/peri-urban/rural, ...) | 65% (2022) | 75% (2025) | ESP results framework, EMIS data MoE |
| | | 1.2 Net enrolment rate for grades KG2- 12 in AAI schools | 82.3% (2022) | TBD at inception phase | AAI bi-annual progress report, EMIS data |
| | | 1.3 Percentage of students who transition from the NFE dropout programme into formal education or TVET | 21.4% (2022) | TBD at inception phase | |

³⁰ Some targets are not yet defined at this stage; this is linked to an ongoing discussion on the update of the strategy underpinning the budget support. The AAI 2.0 is scheduled for review in 2023 and final targets will be determined once the new strategic framework is finalized.

³¹ General Secondary Education Certificate Examination in Jordan

| | | | | | |
|------------------------|---|--|---|--------------------------|---|
| | 2. TVET and higher education opportunities empower refugees and vulnerable Jordanians in host communities for better career and livelihood pathways | 2.1 Number of youth who complete EU-funded scholarships (TVET, Bachelor, Master, Teacher certificate, etc.), disaggregated by sex and community of origin | 0 (2023) | 300 ³² (2027) | EDU-Syria annual report |
| Induced Outputs | 1.1 Increased availability of safe and well-resourced learning environments | 1.1.1 Percentage of refugee pupils endowed with a textbook package at the beginning of the school year | 100% (2022) | 100% (2026) | AAI bi-annual progress report, EMIS data Computer Maintenance and Electronic Connectivity Department |
| | | 1.1.2 Percentage of camp schools connected to the internet | 0% | 100% (2026) | |
| | | 1.1.3 Percentage of students in AAI schools who use science tools and ICT effectively in a given school year | 21% (2022) | TBD at inception phase | |
| | 1.2 Improved leadership and management of schools and institutions accountable for learning | 1.2.1 Percentage of camps schools categorised as performing acceptable or better according to the Education Quality and Accountability Unit (EQUA) criteria | 37% (2022) | TBD at inception phase | EQUA reporting |
| | | 1.2.2 Percentage of accredited school improvement plans (SIPs) that have been implemented | 70% (2022) | 100% (2025) | EMIS data, MoE |
| | | 1.2.3 Number of schools who engage parent councils to follow-up on SIPs | TBD | TBD at inception phase | EMIS data, MoE |
| | 1.3 Increased availability and presence of qualified, motivated teachers and other education staff | 1.3.1 Combined Pupil-Teacher Ratio in all camp schools | 23.1:1 (disaggr. KG: 25.7:1 Primary and secondary: 20.57:1) | TBD at inception phase | AAI bi-annual progress reports |
| | | 1.3.2 Percentage of AAI teachers trained with increased knowledge on advanced pedagogical skills | 54% (2022) | 100% (2026) | AAI bi-annual progress report, EMIS data |

³² Based on estimates from the previous EDU-Syria programmes

| | | | | | |
|-----------------------|--|--|---|--|---|
| Direct Outputs | 1.1.1 Increased size and share of external funds provided through the national budget and available for increased discretionary spending in support of Education sector objectives | 1.1.1.1 Share available for discretionary spending in support of Education sector objectives | 13% (2022) | 15% (2026) | National budget |
| | 1.1.2 Framework for policy dialogue strengthened and aligned to MoEs performance framework | 1.1.2.1 Level and regularity of Government-led reporting on results | Result reporting mechanisms under review (2022) | M&E framework adopted with Joint Annual Review meeting and performance report (2026) | Minutes Annual Review meeting and annual performance report submitted |
| | 1.1.3 Improved capacity for design and implementation of systems for teacher well-being and professional development | 1.1.3.1 Percentage of AAI teachers paid in a timely manner (disaggregated by sex and community of origin) | Salaries were delayed some months (2023) | 100% (2026) | AAI bi-annual progress report, EMIS data |
| | | 1.1.3.2 Percentage of Syrian Assistant Teachers who benefitted from professional development through EU support | 0% (2023) | 100% (2027) | UNICEF reports, DoE lists, field support staff monitoring visits |
| | | 1.1.3.3 Percentage of school leaders trained through EU support with increased knowledge on how to design and implement school development plans | 0% (2023) | 100% (2027) | UNICEF reports, DoE lists, field support staff monitoring visits |
| | 1.1.4 Improved capacities, processes and tools for quality assurance, including assessing learning outcomes and supervising and supporting schools | 1.1.4.1 Percentage of MoE employees who have been able to access the OpenEMIS system | 50% (2021) | 90% (2025) | Educational Data Department |
| | | 1.1.4.2 Number of available and qualified human cadres for M&E and impact measurement | 2(2022) | 100 (2025) | Supervision and Training department |
| | 1.1.6 Improved strategies for school resource management focused on learning, equity | 1.1.5.1 Number of AAI schools who engage parent councils to follow-up on SIPs | 0 (2022) | TBD at inception phase | School and Directorate Development Division |

| | | | | | |
|--|--|--|----------|--|--|
| | and engagement with local communities 1.1.7 | | | | |
| | 2.1.1 Increased availability and completion of diverse and context relevant scholarships (TVET, Bachelor, Master, Teacher certificate, etc.) | 2.1.1.1 Number of youth awarded with EU-funded scholarships, disaggregated by sex and community of origin | 0 (2023) | 450 ³³ (2027) | EDU-Syria annual report |
| | 2.1.2 Strengthened entrepreneurship and employment skills and (motivation for) participation in the labour market | 2.1.2.1 Number of youth participating in EU-funded employability/livelihood enhancing courses, activities and networks, disaggregated by sex and community of origin | 0 (2023) | 550 ³⁴ (2027) | EDU-Syria annual report |
| | 2.1.3 Developed national and regional alumni networks and platforms of information sharing, collective learning and community development | 2.1.3.1 Percentage of alumni subscribed to the alumni network, disaggregated by sex and community of origin | 0 (2023) | 50% of EU funded graduates are subscribed to the alumni network (2027) | EDU-Syria annual report/social media platforms |

³³ Based on estimates from the previous EDU-Syria programmes

³⁴ Based on estimates from the previous EDU-Syria programmes

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Hashemite kingdom of Jordan.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this financing Decision and the relevant contracts and agreements.

4.3. Implementation of the Budget Support Component

4.3.1. Rationale for the Amounts Allocated to Budget Support

The amount allocated for the budget support component is EUR 28 000 000.00 and for complementary support is EUR 7 000 000.00. This amount is based on the analysis of former and ongoing budget support interventions, as well as of the joint donor cooperation in this field. This action is a continuation of three ongoing programmes that holistically aim to provide a full-cycle of quality education to refugees and vulnerable host communities in Jordan, in line with the commitments in the Jordan Compact. Part of component 1³⁵ and component 2 of this action do not directly support the implementation of the budget support component but they jointly contribute to the overall objectives of the programme. This explains why the complementary support under this action is quite high in relation to the budget support intervention.

The estimated additional costs of the education of refugees under AAI amounts to an estimated JOD 63 000 000.00 on average per year. The EU is an important partner of MoE in supporting its efforts to respond to the Syrian refugee crisis, currently financing around 26% of the AAI. The ongoing budget support intervention is based on a figure of around 36 000 enrolled students in camps (KGs, primary and secondary schools) which is expected to stay stable or rise slightly in the coming years for demographic reasons.

4.3.2. Criteria for Disbursement of Budget Support

a) Conditions.

The general conditions for disbursement of all tranches are as follows:

- Satisfactory progress in the implementation of the (follow-up programme of the) Accelerating Access Initiative (initiative under the Jordan ESP) and continued credibility and relevance thereof or of the subsequent policy.
- Maintenance of a credible and relevant stability-oriented macroeconomic policy or progress made towards restoring key balances.
- Satisfactory progress in the implementation of reforms to improve public financial management, including domestic revenue mobilisation, and continued relevance and credibility of the reform programme.
- Satisfactory progress with regard to the public availability of accessible, timely, comprehensive, and sound budgetary information.

³⁵ In particular the provision of Syrian Assistant Teachers (SAT) as well as operation and maintenance of camp schools.

b) The performance indicators for disbursement that may be used for variable tranches may focus on the following policy priorities:

- Access to quality education for all
- Teacher professional development and well-being
- Well-resourced and safe learning environments
- Transition from NFE to formal education and TVET
- Quality learning assessment systems
- Institutional management and sector governance

The chosen performance indicators and targets to be used for the disbursement of variable tranches will apply for the duration of the action.

c) Modifications.

The chosen performance indicators and targets to be used for the disbursement of variable tranches will apply for the duration of the action. However, in duly justified cases, the partner country and the Commission may agree on changes to indicators or on upward/downward revisions of targets. Such changes shall be authorised in writing ex-ante or at the latest by the end of the first quarter of the period under review applicable to the indicators and targets.

In exceptional and/or duly justified cases, for instance where unexpected events, external shocks or changing circumstances have made the indicator or the target irrelevant and could not be anticipated, a variable tranche indicator may be waived. In these cases, the related amount could either be reallocated to the other indicators of the variable tranche the same year or be transferred to the next variable tranche the following year (in accordance with the original weighting of the indicators). It could also be decided to re-assess an indicator the following year against the original target, if there was a positive trend and the authorities did not reach the target because of factors beyond their control. The use of this provision shall be requested by the partner country and approved in writing by the Commission.

d) Fundamental values

In case of a significant deterioration of fundamental values, budget support disbursements may be suspended, reduced or cancelled, in accordance with the relevant provisions of the financing agreement.

4.3.3. Budget Support Details

The following disbursement calendar and profile proposed for the action is indicative. The actual disbursement calendar and profile will be set out in the financing agreement and may remain subject to change.

| | Year 1 (2024) | Year 2 (2025) | Year 3 (2026) | Year 4 (2027) | Total |
|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------|
| Fixed tranche in MEUR | 0 | 4 | | | 4 |
| Variable tranche in MEUR | 0 | | 12 | 12 | 24 |
| Total in MEUR | 0 | 4 | 12 | 12 | 28 |

Budget support is provided as direct untargeted budget support to the national treasury. The crediting of the euro transfers disbursed into Jordanian Dinar (JOD) will be undertaken at the appropriate exchange rates in line with the relevant provisions of the financing agreement.

4.4. Implementation Modalities applicable for complementary support to an action under Budget Support

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures.

4.4.1. Direct Management (Grants)

a) Purpose of the grant(s)

The grant will contribute to achieving Specific Objective 2 - TVET and higher education opportunities empower refugees and vulnerable Jordanians in host communities for better career and livelihood pathways.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to a consortium led by German Jordanian University.

The consortium members may include Luminus Technical College, Zarqa University, Queen Rania Teacher Academy, Jordanian University of Sciences and Technology, Yarmouk University, Mu'tah University, DAAD and NUFFIC. The composition of the consortium might change slightly based on the type of scholarships that will be identified.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified in line with Article 195 FR (f), as in the framework of the Syrian crisis, the above mentioned organisations have an evidenced high degree of specialisation and technical competence. The consortium has longstanding experience and is also equipped with the necessary administrative powers for the specific characteristic of this action. The justification is based on the (1) limited number of providers working in the field of higher education; (2) The specific character to work with higher educational facilities and refugee youth as well as vulnerable host community members in Jordan demands an implementing partner that is well established; (3) Competence with regards to the methodology and the management of such complex assignment is crucial for the success. The proposed partners do satisfy these criteria as they have the knowledge, experience and expertise.

4.4.2. Indirect Management with a pillar-assessed entity

A part of this action may be implemented in indirect management with the pillar-assessed entity UNICEF. This implementation entails part of the activities that will take place under Specific Objective 1 and related outputs 1.1, 1.2 and 1.3, mainly focusing on the operationalization of camp schools and supporting the professional development of the SATs. The envisaged entity has been selected using the following criteria:

- Relevant collaboration with the MoE, the local authorities and relevant partners, particularly in support to formal education;
- Extensive experience in the refugee camps and a proficient expertise in providing education services in crisis contexts;

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

4.4.3. Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances

If the implementation modality under indirect management as defined in section 4.4.2 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used according to section 4.4.1.

Targeted applicants would be composed of all or any of the following: legal entities, natural persons or groupings without legal personality; public bodies, NGOs, economic operators such as SMEs;

If the implementation modality under direct management as defined in section 4.4.1 (grants) cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by indirect management with a pillar-assessed entity would be used, with the following criteria:

- Technical expertise, logistical and management capacities of the entity(ies) in the field of education scholarships;

4.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realization of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6. Indicative Budget

| Indicative Budget components | EU contribution (amount in EUR) 2023 |
|---|---|
| Budget support - cf. section 4.3 | 28 000 000.00 |
| Implementation modalities – cf. section 4.4 | |
| Specific Objective 1 composed of | |
| Indirect management with UNICEF – cf. section 4.4.2 | 3 000 000.00 |
| Specific Objective 2 composed of | |
| Grants (direct management) – cf. section 4.4.1 | 4 000 000.00 |
| Grants – total envelope under section 4.4.1 | 4 000 000.00 |
| Strategic communication and Public diplomacy – cf. section 6 | Will be covered by another Decision |
| Totals | 35 000 000.00 |

4.7. Organisational Set-up and Responsibilities

Regular and joint policy dialogue with MoE will take place, on a bilateral basis as well as through the AAI coordination group and the EDPG. More alignment with the national education sector coordination mechanisms will be ensured.

A Programme Steering Committee (SC) will be formed and will meet annually to endorse strategic orientations, oversee programme execution, and facilitate implementation of the activities. The SC will be chaired by MoE. It will include representatives from MoPIC and other relevant government institutions (MoHESR, etc), UNICEF, the higher education consortium and the EU Delegation as observer. The SC will monitor the overall implementation of the intervention, review progress and consider sustainability and possible exit strategies, coordinate the different components and guide to the successful achievement of the objectives. It will also help co-ordinate between other institutions and groups likely to be involved in the

project (other donors, civil society representatives, private sector). The SC discussions will feed into the policy dialogue with the MoE.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its Outputs and contribution to the achievement of its Outcomes, and if possible at the time of reporting, contribution to the achievement of its Impacts, as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Arrangements for monitoring and reporting, including roles and responsibilities for data collection, analysis and monitoring: The GoJ organ for data collection, analysis and monitoring is the Department of Statistics but for education more specifically the Education Quality and Accountability Unit (EQUA) under MoE is our main counterpart.

The statistical and monitoring systems as well as the quality of official data in the policy field covered have been assessed. This assessment has fed into the design of the action as follows:

The AAI 2.0 Monitoring and Evaluation and Learning Plan aligns with the ESP/EDEP KPIs and MoEs commitment to collaboration, learning, adaptation and the use of data-driven approaches for evidence-based decision making. Monitoring is carried out on an ongoing basis through routine and systematic field visits by EQUA, plus annual EU-funded monitoring missions in close collaboration with EQUA. Regular progress reports are issued and discussed in the framework of the AAI coordination meetings.

Between 2014 and 2018, in close collaboration with MoE, the EU-funded external monitoring team continuously assessed the quality of a sample of 30 schools with predominantly Syrian students. In July 2018, it was decided with EQUA to extend the monitoring to 100 schools and to shift the focus to all students in Jordan. In parallel, a separate survey for 15 schools in the camps was included. Now, the process is progressively being handed over to EQUA to continue with the yearly assessments entirely under their responsibility, using their standards and scoring categories. This increased ownership might imply some shifts in the timing, methodology and format of the quality surveys but they will remain key for the overall monitoring of this action and the release of the variable tranche indicators.

Limited staff capacities, high staff turnover and lack of technological equipment and software programmes do remain major obstacles for smooth data collection, processing and verification. Targeted capacity building for planning, budgeting, Monitoring and Evaluation and reporting needs to be further reinforced.

5.2. Evaluation

Having regard to the nature of the action, an evaluation will not be carried out for this action or its components via independent consultants contracted by the Commission.

In case an evaluation is not planned, the Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The financing of the evaluation shall be covered by another measure constituting a Financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in the 2022 guidance document [*Communicating and raising EU visibility: Guidance for external actions*](#) (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and contribution agreements.

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds. Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and the EU Delegation fully informed of the planning and implementation of specific visibility and communication activities before the implementation.

Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

The EU has been a longstanding partner of Jordan but many Jordanians might not be fully aware of this partnership in all its aspects. In particular, as the EU is opting more and more for budget support to channel its financial aid, by definition a modality less visible to the general public than a more traditional project approach. Communication about the outcomes of our budget support interventions cannot be seen in isolation of the sector policies and the reforms that these interventions support. Budget support is successful when the policy itself is successful and when the EU's contribution helps bring about effective reforms and sustainable change in the country, trickling down to the level of citizens – who perceive an improvement in their lives. The EUD together with the GoJ, with MoE for this action in particular, intends to invest in uplifting the awareness on what the EU is doing in Jordan through its budget support interventions in strategic areas such as social protection, education and employment generation.