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ANNEX II

of the Commission Implementing Decision on the Special measure in favour of the Hashemite Kingdom of Jordan for 2022

Action Document for EU Support to inclusive, equitable and quality education for Syrian 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	EU Support to inclusive, equitable and quality education for Syrian refugees and vulnerable children and youth in host communities in Jordan. Annual Measure in favour of the Hashemite Kingdom of Jordan for 2022. OPSYS business reference: ACT-60901 ABAC Commitment level 1 number: JAD.1017488 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in the Hashemite Kingdom of Jordan
4. Programming document	N/A
5. Link with relevant MIP(s) objectives/expected results	N/A
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Education (level unspecified) (111) Basic Education (112) Secondary Education (113) Post-secondary Education (114)

7. Sustainable Development Goals (SDGs)	Main SDG (1 only): SDG 4 Other significant SDGs (up to 9) and where appropriate, targets: SDG 1, 5, 8 and 10			
8 a) DAC code(s)	11220 – Primary education 45% 11260 – Lower secondary education 30% 11420 – Higher education 15% 11240 – Early childhood education 5% 11231 – Basic life skills for youth 5%			
8 b) Main Delivery Channel	Recipient Government (Central Government) – 12001 UNICEF – 41122 University, college or other teaching institution, research institute or think-tank-51000			
9. 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			
10. 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"/>

11. Internal markers and Tags	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Tags			/
	digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital entrepreneurship	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	Connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Tags			/	
digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
energy	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
transport	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
health	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
education and research	<input type="checkbox"/>	<input checked="" 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

12. Amounts concerned	<p>Budget line(s) (article, item): 14.020110 Southern Neighbourhood</p> <p>Total estimated cost: EUR 45 000 000</p> <p>Total amount of EU budget contribution EUR 45 000 000 of which EUR 29 600 000 for budget support and EUR 15 400 000 for complementary support.</p>
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MANAGEMENT AND IMPLEMENTATION

13. Implementation modalities (type of financing and management mode)	<p>Budget Support</p> <p>Direct management through:</p> <ul style="list-style-type: none"> - Budget Support: State and Resilience Building Contract - Grants - Procurement <p>Indirect management with UNICEF</p>
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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 strategy, the Education Strategic Plan (2018-2022) - 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, the "Accelerated Access Initiative" 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 Compact and the commitments adopted in the subsequent Brussels conferences, to enhance the quality, equity and capacity of the education system for refugee children and youth, the present action document builds on the EUs long-term support, which has been considered a successful experience open to replication. The time is ripe to bring our different education interventions, going from early childhood to tertiary education, including Technical and Vocational Education and Training (TVET) and non-formal, together under one action. This will help to strengthen the linkages and transition between them and contribute to a full cycle of quality education for all, in line with SDG 4. Considering the Syrian crisis is entering its second decade, the push for integration into the national education system and long-term sustainability will get a more central place. Strengthened joint policy dialogue, targeted and synergetic Technical Assistance and a better leveraged leading role in the existing donor coordination mechanisms will be critical in breaking down the siloes.

The Overall Objective of this action is the completion of a full-cycle of quality education for all, targeting refugees, particularly in camp environments, and the most vulnerable host communities' children/youth.

The Specific Objectives of this action are to:

- 1 Improve attendance and deliver quality education (early childhood, primary and secondary level) to refugees and vulnerable children and youth in host communities in Jordan for the school years 2022-2023 and 2023-2024;
- 2 Inclusion, retention and re-engagement of out of school refugees and vulnerable children/youth into the formal education system;
- 3 Provide TVET and higher education opportunities to refugees and vulnerable Jordanians in host communities to empower them for better career and livelihood pathways and facilitate their economic integration.

2. RATIONALE

2.1. Context

Today, with the Syria crisis entering its second decade, Jordan hosts around 670,364 UNHCR-registered Syrian refugees, although the real total of Syrians living in Jordan following the outbreak of the war was estimated at around 1.36 million. They make up about 12.3% of the total population in Jordan and an overwhelming majority of them (estimated 90%) is living out of the camps. In line with the **EU-Jordan 2021-2027 Partnership Priorities**¹, the response to the Syria crisis continues to be politically and strategically framed by the **Jordan Compact**² and the subsequent **Brussels Conferences**. Against a backdrop of continued extreme vulnerability of refugees and vulnerable host communities, further exacerbated by the COVID-19 pandemic and the war in 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.

¹ COM(2022) 164 final

² EU-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.

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 prospect of return remain uncertain and inclusion and sustainability issues move to the fore, as the rationale for humanitarian approaches weakens over time. An approach that ensures inclusiveness of all vulnerable groups should be sought, ensuring more and more alignment between EU's bilateral and Syria crisis response programmes. This is also emphasised in the **Multi-annual Indicative Programme (MIP) 2021-2027**³ for Jordan and in full adherence with the priorities of the Commission: "Alliances for Sustainable Growth and Jobs", and "Migration Partnerships".

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**⁴ (HRD) as well the **Education Strategic Plan**⁵ (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. The Ministry of Education (MoE) in Jordan has developed a sound results based costed strategic education framework, that reinforces Jordan's commitment to 'Leaving No One Behind' and aims at preventing a 'lost generation' of refugee children.

Important elements of these effort have focused on the national education sector in a comprehensive manner, in line with SDG4 commitments. Crucial work was notably conducted on **Accelerating Access to Quality Formal Education for Syrian Refugee Children** (AAI) that was launched in 2016 under the Jordan Compact. This work includes the provision of school facilities in refugee camps, double-shifting in host community schools, the refurbishment of others, and the provision of fee tuition 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)**⁶, helping to implement sustainable delivery systems that meet the needs of both refugees and vulnerable host communities.

The **Accelerating Access Initiative 2.0** (AAI 2.0), which runs from 2020 until 2023, expands the scope of its precursor, the AAI. The AAI 2.0's strategic objective is to support the 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 MoE's Education Strategic Plan 2018-2022 and can actually be seen as a programme under the strategy. It 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

³ C(2022)3821

⁴ **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.

⁵ **Education Strategic Plan 2018-2022**, 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

⁶ **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".

budget support from the EU and off-budget earmarked support from Germany. This set-up allows for regular and in-depth donor coordination that should be further strengthened and progressively placed within the broader sector coordination mechanisms, mainly the **Education Development Partner Group (EDPG)**⁷ and the **Education Sector Working Group (ESWG)**.

As early as 2012, the GoJ made a decision to provide education through the formal MoE system to Syrian refugee children in both host communities and camps. As a longstanding and significant partner in education for around ten years now - in the period 2012-2021 more than EUR 400 million of EU funding (both European Neighbourhood Instrument (ENI) and EU Trust Fund "Madad" (EUTF)) was invested to strengthen the education sector as a whole - the EU has been one of the first and biggest donors to support this process through diverse modalities. In a logic to cover the additional costs run by the MoE for the education of refugees, through the EUTF Madad budget support and in the framework of the AAI, the EU funds in particular and since school year 2015-16, teachers and administrative staff salaries, students' tuition fees, books, additional services as library and laboratories, operational and other costs in the refugee camps.

Within the objective of the **"No lost generation" principle** (London Conference in 2016), non-formal education (NFE) for Syrian refugee children and other vulnerable groups, including non-Syrian refugee children, children with disabilities, and out-of-school children is an important objective of the AAI 2.0. In line with this objective, to complement the budget support, the EU, together with other donors, has been supporting the UNICEF implemented Makani approach. This approach promotes the well-being of the most vulnerable children and adolescents through a well-coordinated multi-sectorial response (education, protection, health etc.). The centres have become an important reference for communities and are also working as referral centres to the certified NFE and formal school system. Since 2018, donors have encouraged UNICEF to look into an evolving phased strategy to empower national actors and provide a more sustainable scope. This is still work in progress, in particular as the current socio-economic situation and the COVID-19 pandemic substantially increased the need for the services Makani provides, but during the implementation phase of this action concrete efforts in that direction will materialise.

More than ten years in the crisis, considering the right of every child to a full cycle of education, higher education and TVET are becoming of increasing importance. Under the 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 that could maximise the 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.

2.2. Problem Analysis

Short problem analysis

According to the latest figures, of the 670,364 UNHCR-registered Syrian refugees hosted by Jordan, around 238,038 (35.7%) are school-aged children (5-17%). The Syria crisis has contributed to an environment of prolonged vulnerability of children. 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 poor⁸.

Children and young people affected by the Syria crisis face multiple deprivations – poverty, profound stress, and limited access to quality education. They are likely to be engaged in and be subject to violence, be affected by child labour and child marriage, and adopt risky behaviours. The socio-economic impacts of COVID-19

⁷ Currently chaired by the EU and FCDO

⁸ <https://www.unicef.org/jordan/social-protection>

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 and Makani Centres. The global effects of the war in Ukraine might further aggravate this situation.

In March 2020, in response to the COVID-19 emergency, the GoJ closed all schools, kindergartens and universities, impacting 2.37 million learners.⁹ By June 2021, Jordan's schools had been closed for a total of 323 days¹⁰. According to a World Bank analysis (World Bank, 2021), extended school closures are likely to have undone the learning progress achieved in Jordan since 2018.¹¹ 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. E.g. both Za'atari and Azraq refugee camps recorded an uptake in child marriages¹² in 2020. In Azraq camp, 52% of marriages that occurred and were registered in 2020 were child marriages¹³, while in Za'atari camp 60% of marriages in 2020 were child marriages.¹⁴

Syrian refugees and other vulnerable children, including marginalised children from the Dom community, in Jordan face significant barriers to completing a full cycle of education and learning to their potential. The Jordan Response Plan 2020-22 reports that of the 238,038 estimated school-aged Syrian refugee children, 136,400 children were enrolled in formal education in 2019/2020, up from 134,100 in 2018/2019. While the majority of children complete primary school (Grades 1-6), dropping out of school during lower secondary (Grades 7-10) remains a challenge.¹⁵ Nationally, fewer boys than girls complete basic and secondary education, though Syrian girls have the lowest secondary completion rates.¹⁶

Learning outcomes, as measured by the Programme for International Student Assessment (PISA), have been improving, but with girls continuing to outperform boys in all subjects.¹⁷ Whilst girls perform better at school, they have much lower transition into the labour market.¹⁸ As recommended by the MoE - EU Survey Report findings on Education Quality for 15 Camp Schools (2021), significant improvements are needed in the quality of teaching and learning. Given the COVID-19 context, there is also a need to accelerate learning recovery, re-engage children in formal and non-formal education, and prevent further increases in school drop out in camps.

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 university¹⁹.

In Jordan, 8% of Syrian refugees are participating in higher education²⁰. 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

9 UNESCO, "Global Monitoring of School Closures Caused by COVID-19"

10 Live Covid-19 School Country Tracker; link

11 World Bank, "Education expenditure, enrolment dynamics and the impact of COVID-19 on learning in Jordan", April 2021, link

12 Involving at least one individual over 15 and below 18 years of age.

13 Azraq Shariah Court via UNHCR

14 Zaatari Shariah Court via UNHCR

15 UNICEF and MOE, "Jordan's Country Report on Out-of-School Children", December 2020 Link

16 UNICEF and MOE, "Jordan's Country Report on Out-of-School Children", December 2020 Link

17 World Bank. 2020. "Jordan PISA Brief 2018". Washington, DC: World Bank.

18 UNICEF and MOE, "Jordan's Country Report on Out-of-School Children", December 2020 Link

19 UNHCR 2017, source : Rethinking higher education for Syrian refugees in Jordan, Lebanon and Turkey, 2020, Kathleen Fincham, Research in Comparative and International Education

20 EU 2016b

development, focusing on employability and economic development. It is a pathway that has proven successful and that should definitely be continued and further strengthened.

However, a one-size fits all approach to higher education with as 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.

The primary stakeholders of this proposed action are:

- **Refugee communities in and outside the camps and vulnerable children/youth in host communities, with a particular focus on the Dom Community.** These are considered to be the first and main priority stakeholders. Providing quality education and access to both refugees and vulnerable children/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, especially in the camp environment, but also, through the Makani centres, in host communities. In addition to the set-up for overall steering of the programme, a joint governance mechanism to drive the transition of the UNICEF managed schools/centres into the national system will be entertained. MoE, Ministry of Social Development MoSD, relevant NGO's and other donors supporting the Makani centres will be included in this set-up;
- **Ministry of Social Development** manages 18 of the 139 Makani centres operated in Jordan. Close collaboration and steering between UNICEF and MoSD will be required to increase the ownership of the latter and ensure sustainability of the centres;
- **NGOs managing 101 of the 139 Makani centres** will participate closely in the identification of obstacles and solutions, and keep the contacts with other civil society organisations;
- **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 (possibly chair it) and try to strengthen the linkages with the national sector coordination groups (Education Development Partner Group and the Education Sector Working Group), also feeding into the regular policy dialogue and align where possible;
- **Civil society and other relevant education actors active at camp level:** 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;
- **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, 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. but the exact composition remains to be defined. The consortium is open to examine the benefit of additional partners;
- **Ministry of Finance** (MoF) transfers the funds to MoE.

2.3. Lessons Learned

Under the EU support to education in response to the Syrian crisis, the emphasis is shifting to strengthening inclusive quality education for all, including NFE, TVET and higher education, and the implementation capacity of the MoE as main provider of education. The three components/specific objectives of this action build on well-established interventions that closely relate to one another and have the potential to contribute to quality education in a more holistic manner. The following lessons learned from the previous phases should be highlighted:

In the framework of the longstanding support to MoE, it is delivering on its promise to provide education to the agreed number of Syrian refugees as well as on the increase of quality in the second shift schools. Another remarkable accomplishment is that the effects of EU's budget support operation on the Monitoring & Evaluation (M&E) systems in the education sector are clearly visible following the introduction of quality monitoring into the broader debate among donors and MoE, and the adoption of EU's monitoring methodology by other donors. Likewise, the recent discussion around the ESP Mid-Term Review and a possible adaptation of the monitoring methodology for assessing educational quality is a clear indication that the innovative methodology initiated by EU is taking root in the Jordanian monitoring system.

The Evaluation of 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. In Jordan more specifically, according to the last assessment (November 2021), the Common Results Framework (CRF) under the JFA (AAI 2.0) has reached most of its foreseen targets and has fulfilled its purpose to coordinate donor monitoring. 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. In particular, it will be important to strengthen the authority of camp schools over their own funding, e.g. by directly receiving funds from the field directorates earmarked for qualitative school support.

In addition, the coordination with partners needs to be improved beyond the Syria Response, in particular in the framework of the recovery of learning losses due to COVID-19 which impacted Jordan as a whole. This also links with the discussions taking place on the growing number of Out of School Children and the question of NFE. In the above-mentioned basic education evaluation, quality was perceived by children and parents more positively in the NFE initiatives than in formal education. This demonstrates the need to further invest in quality and to strengthen coordination with UNICEF, MoE - who has the ambition to take full ownership of the existing informal system – and other NFE providers in the humanitarian arena (also those supported by ECHO). It also justifies the objective of this intervention to focus both on formal and non-formal education in a streamlined manner under the different components.

In the AAI 2.0 framework, the resources made available by the donors, comprised of Australia, Canada, Norway, the UK, the USA and Germany, are allocated in a complementary manner and the monitoring and review based on lessons learned happen jointly. Coordination structures are still separate as regards the ESP

and AAI but measures are being taken to increase communication and synergies between them. Having a more comprehensive approach, going beyond the scope of AAI, to identify the bottlenecks that prevent refugees and vulnerable Jordanians to benefit from a full cycle of quality education is key.

In the last five years, the Makani programme has successfully established itself as a multi-dimensional programme that offers a set of essential educational, psychological, and social services, which empowers participants and increases their civic and community engagement²¹. The results of a UNICEF evaluation²² underscored beneficiaries' and their parents' appreciation of the applied approach. Positive effects of the programme included great improvements in children's emotional development; self-confidence; added value of youth-led initiatives and social innovation services both for the personal development of youth and their communities. Throughout the COVID-19 pandemic, through its rapid community response mechanisms and well-established national partners, Makani centres have been able to maintain contact with the most vulnerable, including children and youth from the Dom community, and bridge emergent gaps in both host communities and refugee camps. It also resulted in a shift towards a stronger emphasis on digital education for the most vulnerable. In particular in the camps, most lacked the data, devices or connectivity to access remote learning and other critical services and this remains a multileveled issue. Despite efforts, the electrification rate of schools in Za'atari is still less than 20% for example.

The latest Results-Oriented Monitoring (ROM) of the EU support to the Makani centres in 2018 (a new ROM will take place in 2022) highlighted the complementarity with the objectives of the budget support intervention supporting AAI 2.0 and the added-value by reaching out to the most vulnerable that would otherwise be left behind. The report did emphasize that UNICEF should develop a gradual exit strategy for Makani. MoE has also emphasized that progressively priority should be given to certified NFE provided by government-led programmes (Drop-Out and Catch-Up²³) considering the limited resources available in the education sector overall. In the future, we may consider supporting the Makani centres under a social protection programme overseen by MoSD so as to better take into account their multi-sectorial approach. The set-up of a joint governance mechanism to oversee and strategize the future of the Makani centres and the valuable role they play in the host communities and the camps will be an important priority in the upcoming period.

Since 2015, the EU has been supporting higher education under the Madad Fund through the EDU-Syria scholarship programme. This programme will represent a continuation of these efforts. A recent 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.

Similarly, a key recommendation of the ROM is the need to reconsider the scholarships through the lens of beneficiaries' capacities and immediate needs. More practical support should be provided to the creation of home-based businesses and SME, particularly in the sectors open for Syrians or suitable for remote work. In addition, by leveraging the existing EDU-Syria network, the interlinkages between higher education and the labour market should be further strengthened and regular dialogue with the private sector should become a

²¹ In 2021, a total of 139 Makani centres operated in Jordan, including 20 in refugee camps, 68 in host communities and 51 in Informal Tented Settlements.

²² Ecorys (2019), Evaluation of UNICEF's Makani Programme in Jordan (January 2018 – January 2019), Unpublished Evaluation

²³ The NFE programmes implemented by the MoE to prepare students to enrol again in the FE

cornerstone to increase employability. This is key and will be taken up in the future intervention. Equally it will be addressed in a more targeted manner under the Livelihood action that is being prepared.

2.4. Additional Areas of Assessment

2.4.1. Public Policy

The adoption of the ESP 2018-2022 has been an important milestone with regard to future educational development in Jordan. The sector policy as contained in the ESP is 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. 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 and AAI, which explicitly adopt 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 to increase linkages between the ESP and the JRP/AAI have been sustained, in order to increase complementarities and avoid duplications.

Over the past four years, and during the first phase of the initiative, AAI has assisted MoE significantly to respond to the Syrian crisis implications in correspondence with the Syrian Crisis Response Plan national indicators and impact. The AAI managed to channel emergency funding to national systems to off-set refugee access costs through a credible and costed plan. Thus, it improved refugee access to formal education through related indicators (the "Common Results Framework"). Progress includes the achievement related to Syrian children enrolment in the education system, particularly the enrolment in the kindergarten (more than 100% of the target); in the area of improving quality education provided to Syrian students in schools Type I²⁴, comparable to the Jordanian standards; and in the provision of text books, student fees and the additional services (libraries and Science and Computer laboratories) in particular in Type I schools. In addition, it also showcases improvement in achieving the target of number of staff (teaching and non-teaching) serving Syrian students (e.g. in Type I school) and in their professional development and training (all the newly appointed teachers in Type I and II schools have completed the post-recruitment initial training -Teacher Induction Programme). Furthermore the percentage of Syrian graduates from the Catch-Up programme who enrol in formal education exceed 100% of the target, reaching 47% of the students.

Re-framing the Jordan Compact as part of the ESP, and reporting against ESP KPIs, the Accelerated Access Initiative 2.0 (AAI 2.0) signed in November 2020 expands inclusion to vulnerable groups in addition to Syrian refugees i.e. other refugee children, children with disabilities – buttressed by the 10-Year Strategy for Inclusive Education - and out-of-school children, 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 cooperation with the donors, the MoE has finalised the estimated budget for the school years 2020-23 under AAI 2.0 to cover the additional costs of the education of refugees, providing an estimated JOD 63 million (EUR 80 million) on average per year. The challenge for financial sustainability will be addressed by the continuous support of the AAI donors to the MoE during the transition phase from the AAI first phase to a more developmental/long term framework.

With regard to the education budget, a rising trend can be observed, showing an appropriate relation of current and capital expenditures. The budget allocations reflect policy priorities in line with the ESP (with Basic

²⁴ Type I schools are in camps; Type II are Double Shift Schools in host community serving also Syrian students; Type III are the morning shift schools

Education and General Education being the main sectors, followed by Vocational Education). Based on past budget executions, the budget appears to be a reliable indication of expected spending in the policy area. There is no considerable risk that a part of the policy would not continue to be financed in future. MoE commits to ensuring that all resources are reflected in the budgeting and planning and to this end commits to revising the structure of the budget to reflect ESP implementation (in coordination with the MoF).

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. Jordan's exports rely on the mining and garment sectors. In 2021, the current account deficit is estimated to have reached 10% of GDP, as the recovery in the tourism sector was still weak. Nonetheless, gross international reserves were around USD 1 billion higher than anticipated at the first IMF Extended Fund Facility (EFF) review, largely due to a temporary reduction in banks' net foreign assets. The exchange rate peg helped preserve stability in the face of repeated external shocks. Nevertheless, the economy remains vulnerable to (i) shocks to the main exports, (ii) a reduction in concessional financing, and (iii) increases in borrowing costs linked to increases in interest rates in the United States.

Domestic demand slowly has recovered with the gradual reopening in 2021 and 2022. Thanks to several economic stimulus packages and other support measures, the contraction in the real GDP was finally limited to 1.6% in 2020, Jordan's unemployment rate continued to rise, reaching 23.2% by the third quarter of 2021 from 19.2% in 2019, with youth unemployment rates reaching an unprecedented 50.0% (2020).

Responding to the COVID-19 pandemic, the GoJ implemented a number of measures 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. Growth in 2021 is stabilised at 2%. Growth is expected to reach around 2.4% in 2022, supported by structural reforms. Public debt stood at 91.7% at end 2021 (net of Social Security Investment Fund holdings) and will start declining in 2022 towards the target of 80% of GDP in 2025 as fiscal consolidation is renewed. The risks stemming from the elevated debt are significant, but are mitigated by the large share of domestic and long-term debt, the GoJ's commitments to sound policies and the continued support from donors. Water scarcity is becoming macro-critical, the Water Authority of Jordan (WAJ) and distribution companies continue to incur new arrears. Monetary policy has been appropriately accommodative since the onset of the pandemic while supporting the peg. Financial stability risks have increased but appear manageable.

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. The Black Sea region is the principal origin for the bulk of Jordan's grain imports (given lower freight costs compared to other origins), with the region representing 98% of Jordanian wheat imports and 78% of barley imports. Yet the supply shock caused by the war in 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. Despite a challenging political economy backdrop, the government has implemented a series of significant structural reforms, such as Electricity Tariff Reform, the unification of Tax and Customs Administrations, customs reforms to improve administrative efficiencies as well as ongoing digitalisation of services. Fiscal performance also improved by 2.1% of GDP in 2021 and budgeted to improve further by 0.4% in 2022.

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 third review of Jordan's arrangement with the IMF under the EFF in the second review completed in June 2021 and, most recently, in the third review completed in November 2021. Similar to the previous IMF-supported economic programme, the current programme is also aiming at advancing fiscal consolidation to enhance public debt sustainability and implementing structural reforms to boost inclusive economic growth.

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 and the fulfilment 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.

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 utmost important, 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 FDI to Jordan). In addition, being on the grey list, Jordan may have limited access to international loans. Under the fourth EFF review, 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 fourth review²⁵, 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.

²⁵ <https://www.imf.org/en/News/Articles/2022/05/24/pr22167-jordan-imf-staff-concludes-mission-for-2022-article-iv-and-fourth-review-under-eff?cid=em-COM-123-44844>

2.4.3. Public Financial Management

The Public Financial Management (PFM) eligibility criterion is considered fulfilled as Jordan's PFM Reform Strategy (2018-2021) has been sufficiently relevant and credible. Between 2016 and 2021 a number of international PFM diagnostic assessments were carried out such as the Public Expenditure and Financial Accountability (PEFA), Tax Administration Diagnostic Assessment Tool (TADAT), Public Investment Management Assessment (PIMA) and the OECD/SIGMA Corruption Risk Assessment of the Public Procurement System. Following these assessments, the Government endorsed in September 2018 the PFM Strategy. The priorities and activities of the 2018-2021 strategy were highly appropriate to address existing weaknesses and the reforms are meaningfully sequenced with clear institutional arrangements. The Government is about revisiting with donor assistance the PFM Reform Strategy, which will be based on the new PEFA findings. The first draft of the new PFM Reform Strategy is expected by end of June 2022. Until Government approval of the new PFM Reform Strategy, the last strategy is extended, hence it is still valid. The new Strategy will build on the PEFA 2021 report as well on IMF tools.

The 2021 PEFA assessment was launched in April 2021 by the EU Delegation, and the PEFA Secretariat checked and approved the final report in December 2021. The 2021 PEFA assessment shows an overall improvement, with certain areas to be addressed by the Government. On June 5th 2022, the Government has approved the publication of the PEFA 2021, which should appear on PEFA Secretariat's website by the end of the month.

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. The fourth IMF EFF review in May 2022²⁶ confirmed that fiscal reforms will continue to centre on broadening the tax base. The recent passage of legislation unifying the tax and customs administrations in ASEZA under the national systems has delivered an important longstanding reform. Going forward, it will be critical to maintain reform momentum, notably, through introducing place-of-taxation rules into the GST law; strengthening the governance of fiscal incentives for investment; and improving tax and customs administration.

In the past two years several reforms were launched some of which are yet to be completed. However there is evidence of steady but slow progress in most PFM areas. Important efforts were made to contain the rising public debt by improving revenue collection. These efforts have continued despite the COVID-19 pandemic. Significant steps were taken also in the area of Public Investment Management (PIM) with the endorsement of 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 PPP law provides an institutional framework for the implementation of priority projects in various sectors, including telecommunications, water, energy, environment and transport, with a capital cost of approximately JD 1 billion. Among the priority projects listed, the building of 15 schools for the Ministry of Education, the Aqaba-Amman Water Desalination Conveyor and the King Hussein/Allenby Bridge.

Regarding budget and Government Financial Management Information System (GFMIS) reforms in 2021, the Law No. (13) 2021 was approved to organise the general budget and government unit budgets. The law covers all stages of preparation, preparation, implementation and control of the general budget in accordance with the results-oriented budgeting methodology. Budget preparation process has been also improved through continued efforts to include all Budgetary Units in GFMIS.

²⁶ <https://www.imf.org/en/News/Articles/2022/05/24/pr22167-jordan-imf-staff-concludes-mission-for-2022-article-iv-and-fourth-review-under-eff?cid=em-COM-123-44844>

Regarding revenue collection, implementation of the 2018 Income Tax Law continued to expand the tax base and address tax evasion. Moreover, in order to improve tax compliance, the government started work on developing an Electronic Invoicing System. The electronic invoicing (e-invoicing) system is a common project of the Income and Sales Tax Department (ISTD) at the Ministry of Finance, which would be in charge of the system once developed, and the Ministry of Digital Economy and Entrepreneurship (MoDEE), which is responsible for the tendering procedure. Improvements have also been made in the organisation of tax audits with additional staff recruited.

The Audit Bureau Law (2018) strengthened its 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 audit is currently being reinforced through an ongoing EU twinning project at the Audit Bureau.

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 (GoJ) meets 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 2017. The GoJ has in fact published the enacted budget of the past budget cycle within the same fiscal year.

The budget proposal for 2022 was published on the General Budget Department (GBD) website on 29/11/2021. The Lower House passed the Budget Bill on 13/02/2022. The Royal Decree has been issued on 23/03/2022 to ratify Law No. 2 for 2022, the State Budget Law for the fiscal year 2022, as well as Law No. 3 for 2022, the Government Units Budgets Law for the fiscal year 2022. Both laws have been published in the Official Gazette.

The Open Budget Survey 2019 (released in April 2020) 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 world average of 45. This puts the country in the category of those providing substantial budget information. Since the 2015 Survey (which was updated in 2016), Jordan has increased the availability of budget information, however in 2019, the Mid-Year Review has been only produced for internal use, hence Jordan's score slightly decreased in this area.

As for budget oversight by the legislature Jordan scored 43/100. This score reflects that the legislature provides limited oversight during the planning and the implementation stages of the budget cycle. 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. 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 from the current President²⁷ of the Audit Bureau to further strengthen the institution.

The IMF has stressed the need to publish COVID-19 related spending, including beneficial ownership information for large transactions. Ministry of Finance (MoF)²⁸ is continuously publishing the COVID-19 spending since September 2020 on the MoF website including beneficial ownership information for large transactions in line with IMF programme.

²⁷ On 17 November 2019, Assem Haddad was sworn as president of the Audit Bureau

²⁸ <https://mof.gov.jo/en-us/informationcenter/primeministryannouncementsandcirculars.aspx>

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 the completion of a full-cycle of quality education for all, targeting refugees, particularly in camp environments, and the most vulnerable host communities' children/youth.

The Specific Objectives (Outcomes) of this action are to:

1. Increase access and deliver quality education (early childhood, primary and secondary level) to refugees and vulnerable children and youth in host communities for the school years 2022-2023 and 2023-2024;
2. Inclusion, retention and re-engagement of out of school refugees and vulnerable children/youth into the formal education system;
3. Provide TVET and higher education opportunities to refugees and vulnerable Jordanians in host communities to empower them for better career and livelihood pathways and facilitate their economic integration.

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

1.1 Contributing to Outcome 1 (or Specific Objective 1):

Induced outputs:

- Capacity of the MoE staff to practice evidence-based planning and budgeting, data quality assurance, and efficient monitoring and evaluation for adaptive management improved;
- Integration of the objectives of the AAI into the broader ESP is strengthened.

Direct outputs:

- The quality of the education provided to refugees is measured annually according to the Quality Performance Scores²⁹;
- Refugee children in camps receive schoolbooks and their tuition fees are covered;
- Teachers and administrators salaries for kindergartens (KGs) and schools in the camps are paid, as well as salaries for the MoE Supervisory Unit monitoring the quality of education in the camps;
- Services such as library, computer and science education in the camp schools are being delivered, and the school staff (including dedicated Syrian support staff) and operational costs (such as electricity, transportation for MoE staff, students fees for the final exam of the secondary school -Tawjihi- and transport to the exam location) are covered³⁰;

²⁹ A set of qualitative data that stands at the basis of the methodology to assess the quality of education in Jordan

³⁰ Under the EU contribution to UNICEF, in addition to the support to Makani, complementary school operations across 51 schools and 11 stand-alone KG2s in Azraq, Za'atari and EJC refugee camps are supported. Currently this includes e.g.: Provision of Incentive Based Volunteers (including Syrian Assistant Teachers, security guards, cleaners, maintenance, etc.) supporting MoE schools in camps and training of Syrian Assistant Teachers; Operations and maintenance in camp schools (oversight/quality control, furniture, transportation of children, supplies (maintenance, cleaning, hygiene, stationary etc.), security in schools (Za'atari through IBVs and Azraq through a contractor), utilities (for example maintenance of generators and fuel); Infrastructure and heavy maintenance; Procurement of ICT equipment and teaching materials.

- In the future it is possible that the costs related to NFE (Drop-Out and Catch-Up) supervised by the MoE will also be included under this component but this is yet to be negotiated.

2.1 Contributing to Outcome 2 (or Specific Objective 2):

- Out of school children/youth are identified and referred back to certified education (formal, non-formal), provided with a safe and protected learning environment and their successful enrolment, re-engagement and retention is supported;
- Vulnerable children/youth, including Syrian refugees, Jordanians, the Dom communities and non-Jordanian are provided with skills-based training focusing on transferable, digital literacy and financial literacy skills to develop their life skills and to actively engage in community life and social cohesion activities;
- A transition strategy and sustainability plan for the funding of Makani centres is jointly developed, endorsed by relevant stakeholders and implemented.

3.1 Contributing to Outcome 3 (or Specific Objective 3):

- Secondary school students candidates for TVET or higher education admission and scholarship selection are prepared through information sessions and other services on availability and eligibility of post-secondary opportunities;
- Livelihood and career options are maximised through planning for multiple scenarios. Higher education opportunities with a unified scholarship application process are available. Diverse and context relevant scholarships are provided at different levels: TVET, Bachelor, Master, Teacher certificate, Labour Market Oriented course, Entrepreneurship Training Scholarship, etc.;
- Scholarship holders benefit from continuous follow-up and administrative, educational, livelihood and psychosocial support;
- National and regional networks and platforms of information sharing, collective learning, community development and knowledge building to stimulate conducive policy making, sharing best practices, career development, and sustainable livelihoods are developed.

3.2. Indicative Activities

Activities related to Output 1.1:

The envisaged main activities proposed in the camps are inter alia:

- Generate awareness on the importance of education for all the children, in particular girls at risk of early marriage, boys at risk of child labour exploitation, disabled children, and enrol them into school and other learning opportunities;
- Payment of students' tuition fees;
- Distribution of text books and payment of stationary;
- Payment of students' fees to seat for final exams at secondary school level (Tawjihi) and to transport students to the exam locations.

Quality of education will be supported through a set of activities including:

- Provision (training, contracts, salaries and transportation) of sufficient number of teachers in order to reduce the teacher-pupil ration, and of administrators;
- Provision (contracts and salaries) of Syrian Assistant Teachers (SATs);
- Provision (contracts, salaries and transportation) of the MoE Supervisory Unit;
- Procurement of technical assistance services to the MoE in order: to continue to monitor the implementation of policy reforms and of achievement of the budget support indicators; to further develop the Common Result Framework with donors and MoE in order to increase the focus on quality of education and students learning assessment; to organise capacity building for MoE staff based on a capacity assessment;
- Payment of operational costs among which: the electricity costs for the lightening of all the double shift schools in camps (operating also in afternoon) and for the utilisation of additional services as computer and science laboratories; salaries of cleaners and support staff to have a safe and clean learning environment;
- Possibly the cost related to non-formal education supervised by MoE will also be included but this is still under negotiation.

Activities related to Output 2.1:

- School leaders, counsellors and teachers receive professional development and support to establish school leadership teams that plan for and improve students' attendance, protection, well-being and learning outcomes;
- SATs supported to undertake data management, including tracking use of attendance and learning data;
- Professional development and educational resources provided to teachers to implement Learning Recovery programmes (Accelerated Learning³¹ and Reading Recovery);
- SATs receive training to manage learning resources and support teachers to deliver accelerated learning programme³²;
- SATs receive professional development coaching 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;
- School leadership 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;
- Out of school children are supported to re-engage in learning through improvements in the quality of MoE accredited NFE;
- Promotion and adoption of WASH, environmental and climate change awareness and practices amongst children in schools;
- Most vulnerable children, including those with disabilities are supported to access quality and inclusive education through improvements in the teaching and learning environment, and provision of transportation³³;
- Provide vulnerable children (0-5 years old) with Early Childhood Development activities;

³¹ In a letter dated August 17 2021, the MOE requested UNICEF support to design remedial education programming in Jordan. The UNICEF supported Accelerated Learning Programme (ALP) is recognised as a remedial education programme in the MOE Education During Emergencies Plan (February 2021). In February 2022, the MOE's Director of the Development Coordination Unit (DCU) confirmed that the Ministry is seeking funding to implement the ALP nationally. However, if this is not secured in time for semester two roll-out (February 20, 2022), the DCU is considering approval of a UNICEF funded ALP pilot in camp schools.

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³³ This activity will only be possible if an increased budget is available.

- Provide vulnerable children/youth (6-18 years old) with structured recreational activities and psychosocial support;
- Provide vulnerable children/youth (6-18 years old) with learning support services;
- Provide vulnerable adolescents (13 to 18 years old) with skills-based training focusing on transferable, digital literacy and financial literacy skills;
- Provide vulnerable Parents Better Parenting courses aiming to prevent and respond to abuse, neglect, violence and exploitation of children;
- Strengthen capacity of implementing partners to support the implementation and monitoring of community-based services.

Activities related to Output 3.1:

- Identify eligible secondary school students and develop adequate and timely information and services on preparation, eligibility and availability of TVET/higher education scholarship programmes and opportunities;
- 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;
- To provide scholarship students with a broad range of high quality study programmes and access to administrative, educational, livelihood and psychosocial support; support access to a digital learning programme with e-learning modules on digital skills, the digital economy and digital enterprising know how;
- To create short-term courses, internships and networking opportunities for graduates and alumni; including the establishment of a national and regional inclusive and participative higher education platforms with broad based representation;
- 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.

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 2017³⁴ forms the basis of the Rights Based Approach for this action. For the target groups of this action special attention will be given

³⁴ https://www.eeas.europa.eu/sites/default/files/10_hr_guidelines_protection_en.pdf

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 2.

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 war in Ukraine) 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.	L	H	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 (COVID-19, Ukraine war and other structural issues) on education & 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. MoE (jointly with UNICEF) further developed <i>Schools Re-opening Procedures</i> together with another Roadmap for sustaining educational operations on central, directorate and school levels.
2-Planning, processes and systems	The AAI 2.0 runs until the end of 2023, while EU support still covers the full	L	L	AAI 2.0 will most likely transition into a similar, yet more integrated set-up. Several likeminded donors are involved in the process.

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
	school year 2023-2024.			Continuous policy dialogue throughout implementation.
2-Planning, processes and systems	Support to the Makani centres will decline by lack of a sound transitional plan and the intention of MoE to fully take over the NFE system.	M	M	Close engagement with UNICEF, MoE, MoSD, local implementing partners and other relevant donors to establish a comprehensive transitional strategy. From a sustainability perspective this could be a positive development.
3- People and the organisation	Limited availability of good teachers due to lack of pre-service training.	M	H	Unemployment rate is around 30% under 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.
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.

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:

- Budget support to MoE to allocate national budget resources to provide quality education (early-childhood, primary and secondary level) in the camps through the AAI 2.0 programme (SO1);
- Support to non-formal education through UNICEF (SO2);
- Support to higher education/TVET through the EDU-Syria consortium (SO3).

More than ten years after the start of the conflict and with the end of the Madad Trust Fund in 2021, the education response has progressively become more embedded within the Jordanian national system, the use of budget support as a modality within a protracted crisis context is a clear demonstration of that. Through this intervention, the focus on integration and structural change to allow every child/adolescent to access and

complete a full cycle of quality education will be more pronounced than before, with a particular focus on teachers' training. From early childhood development through to tertiary education, all levels will be targeted. This comprehensive approach is very much in line with SDG-4 and the EU's education policy framework. The three Specific Objectives of this action are interconnected and should foster better coordination and alignment. To do this, an in-depth understanding of the national system and how the refugee response relates to it is required. By increasing the interaction between the different components, and linking them as much as possible with the national interventions, such as the new teacher Continuous Professional Development plan, the ongoing decentralisation processes or the national TVET strategy, more inclusion can be ensured and sustainable exit strategies will become more realistic on the long term.

Regular coordination to bring together the relevant actors within each of the components, will take place. This will be key to ensure smooth transition between the different educational levels and identify any bottlenecks hampering implementation. Areas of particular interest will be the role of MoE in NFE, the link with TVET and the sustainability of the Makani centres. In addition, this forum could facilitate the identification/preparation process of eligible secondary school students for TVET/HE scholarships and trickle down the impact monitoring of the EDU-Syria intervention (alumni should serve as positive role-models for the community).

For the EU support to Makani as an education priority, in addition to the joint governance mechanism that will be set-up, first steps in direction of an exit strategy will be the gradual decrease of funding in the second year of implementation. Only a small amount available for the year 2024 will be channelled through Makani, specifically earmarked for the Dom community. In line with MoE priorities, the remaining budget will be channelled to additional support to camp school operations through UNICEF.

Policy dialogue will be at the very heart of this intervention. We are currently approaching a turning point as AAI 2.0 is bound to end in 2023. Most probably it will continue in a similar form but the EU should be in the driving seat during the formulation, ensuring integration of the parallel "Syria response" set-up into the national system as much as possible. Under EUs 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 7 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 to MoE, financed both under this intervention and the bilateral allocation. Building on these efforts, a next step will be to identify future actions that are fully synergetic with common indicators and result framework.

3.6. Indicative Logical Framework Matrix

Results	Results chain	Indicators (max. 15)	Baselines (year)	Targets by the end of the budget support contract (year)	Sources of data (1 per indicator)
Indicative Impact of the policy	Completion of a full-cycle of quality and inclusive education, targeting refugees, particularly in camp environments, and the most vulnerable host communities' children/youth.	1. Youth literacy rate (disaggregated by sex, community of origin, and geographical location - region, urban/rural) 2. Human Capital Index ³⁵	99.3% (2018) 0.55 (2020)	99.5% (2024) 0.56 (2024)	Sustainable Development Report World Bank

³⁵ The Human Capital Index (HCI) ranges between 0 and 1. The index is measured in terms of the productivity of the next generation of workers relative to the benchmark of complete education and full health. An economy in which a child born today can expect to achieve complete education and full health will score a value of 1 on the index. Lower and upper bounds indicate the range of uncertainty around the value of the HCI for each economy.

Expected Outcomes of the policy	1 MoE increases access to quality education (early childhood, primary and secondary level) to Syrian refugees and vulnerable children and youth in host communities for the school years 2022-2023 and 2023-2024	1.1 Tawjihi ³⁶ pass rate (disaggregated by sex, community of origin, access to Early Childhood Education, administrative sub-regions, location - urban/peri-urban/rural, wealth quintile, if relevant)	52% (2020)	56% (2024)	AAI 2.0 annual report, EMIS data MoE
		1.2 Proportion of children and young people (a) at the end of primary; and (b) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex and community of origin	25% on average (2019)	28% (2024)	Early Grade Reading and Mathematics Improvement Initiative (RAMP), EMIS data MoE
		1.3 Pupil/trained teacher ratio - PTR/PTTR	24.79:1 (2021)	22:1 (2024)	EMIS data MoE, 15 School Survey
		1.4 Percentage of schools evaluated as schools with adequate or better performance in comparison with the Jordanian standards	7% (2021)	20% (2024)	15 School Survey
	2. The inclusion, retention and re-engagement of out of school refugees and vulnerable children/youth into the formal education system is improved	2.1 Number of out-of-school children by age group (disaggregated by sex, community of origin, administrative sub-	112016 (2020) out-of-school children (Grades 1-10)	107000 out-of-school children(2024)	Global Out-of-School Children Initiative (UNICEF), EMIS data MoE

	<p>through UNICEF and its local implementing partners</p> <p>3. TVET and higher education opportunities provided to refugees and vulnerable Jordanians in host communities through the EDU-Syria network</p>	<p>regions, location - urban/peri-urban/rural, wealth quintile)</p> <p>2.2 Status of Inclusive Education policy</p> <p>3.1 Gross enrolment ratio for tertiary education (disaggregated by sex, community of origin, administrative sub-regions, location - urban/peri-urban/rural, wealth quintile)</p>	<p>No Inclusive Education policy in place (2022)</p> <p>34.4% (2018)</p>	<p>Inclusive Education policy adopted (2024)</p> <p>36% (2024)</p>	<p>Jordan Official Gazette</p> <p>World Bank</p>
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Induced Outputs	1.1 Capacity of MoE staff to practice evidence-based planning and budgeting, data quality assurance, and efficient monitoring and evaluation for adaptive management improved	1.1 Status of EMIS (qualitative) strategy and the annual school surveys executed by EQAU 1.1.2 Number of trainers trained in evidence-based planning and budgeting.	No EMIS strategy in place. School Surveys takes place on annual basis but largely TA pushed (2022)	EMIS strategy adopted and 100 and 15 School Survey is published annually under the supervision of EQUA (2024)	Jordan Official Gazette Annual 100 (and 15) School Survey
	1.2 Integration of the objectives of the AAI into the broader ESP is strengthened	1.2.1 Status of alignment between the ESP KPIs and the AAI CRF. 1.2.2 Number of schools implementing a School Development Plan	N/A Limited alignment between ESP KPI and AAI CRF (2022) TBC (based on ongoing assessment) (2022)	TBD in the implementation phase More (in particular quality related) AAI indicators are aligned with the ESP KPIs (2024) 54 ³⁷ (2024)	AAI 2.0 framework and the ESP UNICEF online questionnaire for principals

³⁷ Inclusive of baseline to be confirmed

Direct Outputs	1.1 Syrian and other refugee children in camps received schoolbooks and their tuition fees are covered;	1.1.1 Number of children receiving schoolbooks, disaggregated by sex and community of origin	136 400 (one set for every child) (2021)	140 000 (one set for every child) (2024)	EMIS data MoE
	1.2 Teachers and administrators salaries for kindergartens (KGs) and schools in the camps were paid;	1.2.1 Number of education personnel paid (disaggregated by sex and community of origin,)	1591 teachers (2021)	1700 teachers (2024)	EMIS data MoE
	1.3 Schools and education facilities upgraded/refurbished/equipped;	1.3.1 Number of schools equipped with libraries, science and computer labs	8 schools (2021)	15 schools (2024)	EMIS data MoE
	2.1 Out of school children/youth identified and referred back to certified education;	2.1.1 Number of children referred to formal education (disaggregated by gender /age/primary/secondary education)	TBC (2023)	TBC ³⁸ (2025)	Bayanati real-time monitoring system
	2.2 Vulnerable children/youth targeted within the Makani centres system were provided with opportunities to develop their life skills and to actively engage in community life and social cohesion activities;	2.2.1 Number of children/youth reached through outreach, information and awareness sessions and benefitting from social cohesion activities, by sex and community of origin	TBC(2022)	TBC ³⁹ (2025)	Bayanati real-time monitoring system
	2.3 An exit/transition strategy and sustainability plan for the	2.3.1 Status of exit/transition strategy and sustainability plan for the funding of Makani centres	No exit/transition	Exit strategy rolled-out (2024)	Official minutes of the Makani

³⁸ Exact baseline and target to be refined during full proposal following analysis of semester one attendance data

³⁹ Exact baseline and target to be refined during full proposal following analysis of semester one attendance data

	funding of Makani centres is implemented.		strategy in place (2022)		joint governance mechanism
	3.1 Refugees and vulnerable Jordanians accessed scholarships for TVET and higher education;	3.1.1 Number of youth awarded with EU-funded scholarships, disaggregated by sex and community of origin;	0 (2022)	650 ⁴⁰ refugees and vulnerable Jordanian youth awarded with a scholarship (2025)	EDU-Syria annual report
		3.1.2 Number of youth participating in EU-funded employability/livelihood enhancing courses, activities and networks, disaggregated by sex and community of origin is this maybe better placed as 3.2.1.?	0 (2022)	789 ⁴¹ youth participating in employability/livelihood enhancing courses, activities and networks (2024)	EDU-Syria annual report
	3.2 Improved employability and psychosocial wellbeing of youth graduates;	3.2.1 Number of youth receiving psychosocial support	0 (2022)	1439 youth receiving psychosocial support (2024)	EDU-Syria annual report
		3.2.2 Number of refugees and vulnerable Jordanian youths employed after having benefitted from an EU funded scholarship	0 (2022)	50-60% of EU funded graduates are employed (2026)	Ex-post evaluation/tracer study
3.3 Strengthened networks of higher education organisations;	3.3 Number of alumni subscribed to the alumni network, disaggregated by sex and community of origin	0 (2022)	50% of EU funded graduates are subscribed to the alumni network (2026)	EDU-Syria annual report/social media platforms	

⁴⁰ Based on estimates from the previous EDU-Syria programmes

⁴¹ 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 36 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 29 600 000, and for complementary support is EUR 15 400 000. This amount is based on an 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 3 ongoing programmes that holistically aim to provide full-cycle of quality education to refugees and vulnerable host communities in Jordan, in line with the commitments in the Jordan Compact. Component 2 and 3 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. A separate procurement (EUR 300 000) for technical assistance to support the monitoring of the implementation of the CRF and the linked policy reforms will be undertaken.

As explained under section 2.4.1, in the period 2020-2023, the estimated additional costs of the education of refugees amounts to an estimated JOD 63 000 000 (EUR 80 000 000) on average per year. The EU is one of the most significant partners of MoE in supporting its efforts to respond to the Syrian refugee crisis, currently financing around 30% of the AAI. The ongoing budget support intervention is based on a figure of around 35 000 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. The variable tranche indicators which focus on teacher and text book availability, equal access for Syrian pupils to well-equipped schools and quality education comparable to the Jordanian standards have progressively become more ambitious. However, when the pandemic hit this had a crippling effect on the previously made advancements, in particular for the quality. It led to a situation where the amounts attached to some of the unmet indicators had to be relocated into a fixed tranche. Therefore, the targets for the variable tranches related to this upcoming interventions will have to be adapted to realistic post-COVID-19 levels, while at the same time focus even more strongly than before on quality (in particular teacher training, achievement measures and decentralisation processes).

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 Accelerating Access Initiative 2.0 (initiative under the Jordan Education Strategic Plan 2018-2022) 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.

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

- Access and equity in formal and non-formal education;
- Quality education in safe and supportive learning environments;
- Improved 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

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

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 measures⁴².

4.4.1. Direct Management (Grants)

a) Purpose of the grant(s)

The grant will contribute to achieving Specific Objective 3: Provide TVET and higher education opportunities to refugees and vulnerable Jordanians in host communities to empower them for better career and livelihood pathways and facilitate their economic integration.

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 will 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). In the framework of the Syria 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 of the context, 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) There is an opportunity to build on success stories and merge the approaches of the proposed implementing partners (5) Scholarships for higher education opportunities – i.e. master courses - demand at least a 3 to 4 years financial commitment. Considering the programme aiming at the end of the secondary education on the one side and entry into the labour market on the other, a minimum period of 48 months is necessary.

4.4.2. Direct Management (Procurement)

The procurement will contribute to achieving Specific Objective 1: Increase access and deliver quality education (early childhood, primary and secondary level) to Syrian refugees and vulnerable children and youth in host communities in Jordan for the school years 2022-2023 and 2023-2024.

4.4.3. Indirect Management with a pillar-assessed entity⁴³

A part of this action may be implemented in indirect management with UNICEF.

This implementation entails activities described under specific Objective 2:

⁴² www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

⁴³ The signature of a contribution agreement with the chosen entity is subject to the completion of the necessary pillar assessment

- School leadership, counsellors, SATs and teachers will be supported with professional development, mentoring and coaching, to establish school leadership teams that plan for and improve students' inclusion well-being and learning outcomes;
- Making schools and KGs operational through maintenance, WASH, supplies, security services, and utilities; and for transportation for children.
- Develop and implement plans and conduct outreach to parents and communities, that contribute to student inclusion, retention and re-engagement in learning (including skills development), including efforts to end violence in schools;
- Out of school children will be supported to re-engage in learning through improvements in the quality of MoE accredited NFE.

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;
- Furthermore, UNICEF in camps complements the MoE financial and management responsibilities of the school system which cannot operate without UNICEF.

If negotiations with the above-mentioned entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 4.4.4

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

- In exceptional circumstances, the indirect management modality will revert to direct management through grants with targeted applicants composed of all or any of the following: legal entities, natural persons or groupings without legal personality; public bodies, international organisations, NGOs, economic operators such as SMEs;
- In exceptional circumstances, the direct management modality through grants will revert to indirect management by a pillar-assessed entity selected based on the following criteria: Relevant experience and collaborations corresponding to the nature of the action; proven operational capacity; value added in relation to operational synergies and/or policy dialogue;
- In exceptional circumstances the direct management modality through procurement will revert to indirect management by a pillar-assessed entity selected based on the following criteria: Relevant experience and collaborations corresponding to the nature of the action, proven operational capacity; value added in relation to operational synergies and/or policy dialogue.

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 realisation 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)
SO 1 composed of	EUR 29 900 000
Budget support - cf. section 4.3	EUR 29 600 000
Procurement (direct management) – cf. section 4.4.2	
SO 2 composed of	EUR 10 000 000
Indirect management with UNICEF – cf. section 4.4.3	EUR 10 000 000
SO 3 composed of	EUR 5 000 000
Grants (direct management) – cf. section 4.4.1	
Grants – total envelope under section 4.4.1	EUR 5 000 000
Procurement – total envelope under section 4.4.2	EUR 300 000
Evaluation – cf. section 5.2	EUR 100 000
Audit – cf. section 5.3	
Totals	EUR 45 000 000

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 (MoSD, 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.

In addition to the SC, a joint governance mechanism to drive the transition of the UNICEF managed schools/centres into the national system will be entertained. MoE, MoSD, relevant NGO's and other donors supporting the Makani centres will be included in this set-up. Possibly the existing Makani Steering Committee, that falls under the leadership of MoSD and includes UNICEF and the local implementing partners, could be a good structure to use for this purpose.

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 partner's strategy, policy or reform action plan list.

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).

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: Between 2014 and 2018, in close collaboration with MoE, the EU funded and external monitoring team to continuously assess 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. It provided a foundation to assess the parameters of the ESP. The process is progressively being handed over to EQUA to continue with the yearly assessments entirely under their responsibility. In this framework in addition to the 100 schools, 15 schools in the 3 refugee camps are included in the survey conducted by the monitoring experts and the EQUA assessors. This exercise is key for the overall monitoring of this action and the release of the variable tranche indicators.

5.2. Evaluation

Having regard to the nature of the action, a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular how the different components are interlinked and how they contribute to the overall objective of this action and its sustainability.

The evaluation of this action may be performed individually or through a joint strategic evaluation of budget support operations carried out with the partner country, other budget support providers and relevant stakeholders.

The Commission shall form a Reference Group (RG) composed by representatives from the main stakeholders at both EU and national (representatives from the government, from civil society organisations (private sector, NGOs, etc.), etc.) levels. If deemed necessary, other donors will be invited to join. The Commission shall inform the implementing partner at least one month in advance of the dates envisaged for the evaluation exercise and missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract.

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 [Communication and Visibility Requirements of 2018](#) (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 delegation agreements.

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.