

Action Fiche for Syria**1. IDENTIFICATION**

Title/Number	Support for education, mentoring and skills development for displaced Syrians in Jordan ENPI/2012/024425		
Total cost	EU contribution: EUR 10.848 million (100%)		
Aid method / Method of implementation	Project approach – Joint management and direct centralised management		
DAC-code	11220, 11230, 11240, 11320	Sector	(Emergency) Education

2. RATIONALE

Events unfolding in Syria in the last 20 months are affecting stability in the region, and in particular that of its immediate neighbours. Since early 2011 the movement of refugees towards Jordan, Lebanon and Turkey reached critical levels, calling for targeted responses in each country to deal with the related humanitarian consequences.

In Jordan, the numbers of Syrians crossing the border has increased six-fold in the last six months. Around 105,000 Syrians have registered or await registration with United Nations High Commissioner for Refugees (UNHCR) by mid-October 2012. The Government of Jordan estimates that over 200,000 Syrians are in the country, the vast majority of them living in host communities (around 80%).

In view of the growing numbers, Jordan established with UN support the first refugee camp near the border (Za'atari) where, since its opening on 29 July, some 33,000 Syrians have been transferred. Full capacity of the camp is set at 80,000 persons, of which approximately 20,000 would be school aged children. Due to security and logistical reasons, it might not reach its full capacity. Instead the Government is planning to open new camps if and when needed. A new site has been identified near Zarqa for the establishment of a second camp. The refugee community counts more than 75% women and children and more than 50% children. 31% of households are female-led, while 29% are led by single males. With the winter approaching, the level of vulnerability of these groups increases significantly.

In Jordan, the influx of displaced Syrians also has a significant impact on the national infrastructures and heavily subsidised services and commodities. This will further compound the constraints faced by this country in the current social and economic context, given its fiscal challenges and relative lack of natural resources, already adversely affected by the ongoing regional instability.

The Government of Jordan has sought the support from the donor community in this respect. The Jordan-UN Joint Appeal for Assistance to Syrians in Jordan was launched on 27 August 2012, for an amount of USD 429 million to extend education, health and other basic services to the refugee population. The follow-up appeal of 9 October 2012 predicts an operational cost to Jordan of USD 198.8 million in 2012

for hosting around 178,000 Syrians and an estimated additional cost of USD 325.7 million in capital expenditures if the refugees remain in local communities; the cost of expanding the Za'atari refugee camp is expected to cost an additional USD 135 million as well as operational costs of around USD 17 million monthly.

As Syrians have been entering Jordan since early 2011 and continue to do so, families and individuals will have been displaced for more than 18 months in some cases. This, coupled with the volatile security situation within Syria, suggests that children and youths may have been deprived of access to education for a considerable period of time while in Jordan, but also while in Syria, given the risks associated with accessing schools across the country.

In the camp and outside, lack of access to education and training will moreover have a negative impact on the prospects of return of the refugees and of their eventual reintegration in their home country. In the camp particularly, the absence of occupation for the youths has already been a contributing factor to violent disturbances. Outside the camp, in the host communities, the prevalent economic and social difficulties are rendered more acute by the added strain on resources and services, and it is important that assistance in this crisis situation is also seen to benefit them, to alleviate tensions.

One of the most pressing areas of focus should therefore be helping the group of refugee children and youths to access education and vocational training services, while mitigating the impact this may entail on the national resources, systems and communities.

The proposed intervention aims to contribute financially to the main actors currently engaged in helping the Government of Jordan provide basic and vocational education services to the refugee population, while preserving the capacity of the national institutions of reforming themselves and improving service delivery. Assistance will be provided to the actions of UN Agencies such as the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Relief and Works Agency for Palestine refugees in the near east (UNRWA) and UNHCR in support of the Ministry of Education and other actors involved in community level education services (formal, non-formal, informal, vocational and related services) in the camps and outside.

A budget of EUR 10.848 million is foreseen for this intervention, to be mobilised through joint management notably in support of the UNICEF education response for displaced Syrian children and host communities and of the UNESCO action to sustain quality education and promote vocational skills development opportunities for young Syrian refugees. A contribution to UNHCR actions and UNRWA (in case of increasing need to support Palestinian refugees fleeing from Syria) is also envisaged for specific actions in line with the overall thrust of the present action fiche.

These complementary actions will be closely co-ordinated and are set in the framework of the Jordan-UN joint appeal for Syrians and of the UN inter-agencies Response Plans. They are also in line with the broader support provided by the EU to the Education sector and to the employment and technical and vocational training sector in Jordan and will help, beyond the emergency context, maintain the course of these challenging reform efforts.

2.1. Sector context: policies and strategies

Jordan has in recent years adopted social, economic, educational and environmental policies and strategies that are inclusive, committed, and aligned with the Millennium Development Goals. Political will at the highest level has been translated into practical efforts towards developing human resources, and this has reflected in considerable progress on many socio-economic indicators over the course of the last decade.¹

Despite progress, Jordan, with a population of some 6.3 million people, is faced with a number of critical long-term development challenges including a high population growth rate and an unprecedented youth bulge with more than a third of the population falling between 10-19 years of age. Jordan's geographical location within the Arab region, as well as its tradition of serving as a safe-haven for vulnerable population including Palestinians, Iraqis, and most recently Syrians, represents yet another challenge, especially with regard to the delivery of public services such as education. The public service system is already strained, levels of poverty and unemployment are increasing with the latter currently standing at around 13%. Most jobs created in recent years have been filled by foreign workers. While net enrolment rates in education are high, the quality of education lags behind and fails to provide the skills needed to access jobs.

Jordan's key asset is its human capital and its educated youth. Job creation is, as in many parts of the region, Jordan's most critical socio-political challenge. The capacity of the Jordanian leadership to address has a direct bearing on its internal stability. Consequently human resources development, education and vocational training are key pillars of the National Development Agenda.

Education sector reform² receives substantial support from donors to accompany the upgrading and transformation of the education systems and curricula in Jordan³. Successive movements from neighbouring populations (Palestinians, Iraqis, and now Syrians) have placed an additional strain on national schools, already burdened by the shifting of thousands of students (most of them Jordanian) from the private to the public school system for economic reasons. Employment and technical and vocational education reforms aim to improve access of Jordanians to the labour market (and as a corollary to reduce the numbers of foreign workers) and to equip youths with skills better adapted to the job market requirements. These policies are also challenged by the inflow of refugees, with the inevitable increase of black market employment.

Since December 2011, Syrian children can register freely in public schools, contingent on UNICEF supporting the Ministry of Education to cover the associated costs⁴. At the end of August, some 17,000 Syrian children had approached Jordanian

¹ United Nations: 2011 Country Analysis, Jordan.

² Education Reform for the Knowledge Economy now in its second phase.

³ Including the "Support to the second phase of the education reform in Jordan – Sector support programme" from 2011, EUR 33 million.

⁴ Protocol between UNICEF and Ministry of Planning and International Cooperation signed on 2/04/2012.

public schools for the upcoming school year, out of which 4,000 are waiting to be enrolled in schools due to limited capacity of the Jordanian school system⁵.

In September 2012 the Government of Jordan decided that Syrian refugee children living in camps will be educated through the formal Ministry of Education system but in the schools in the camps. In addition to scaling up the capacity of the school network in the host communities, facilities to accommodate up to 20,000 children will be needed by the time the camp reaches full capacity. In the Za'atari camp, where school registration started on 9 September, over 2,300 children are officially registered with Ministry of Education, with many more to follow. UNICEF helps the Ministry in up scaling the capacity of the national education system, outside and inside the camp, by providing the school environment, including space and equipment or teacher salaries. It also offers vulnerable Syrian children psychosocial support, remedial education classes as well as alternative education opportunities.

Services for adolescents and youths beyond the age of 18 are scarce. Young Syrians especially in the camp are increasingly developing aggressive behaviour. This situation demands urgent and effective action to ensure a safe environment is established to increase the chances of successful training and education interventions. Similarly, outside the camp, mentoring for out-of-school or illiterate children is critical to prevent the expansion of child labour, early marriages or criminal behaviours. UNESCO's action, and of its partners, is based on the assumption that the acquisition of new competencies and skills to ensure future employment prospects is fundamental for the young refugees' social and economic reinsertion, once resettled. As for the primary education it is important that an intervention in this area will also benefit the host communities where refugees live, and that it encompasses among its objectives that of taming potential tensions amongst and between the communities.

2.2. Lessons learnt

Education reform support is a success story of EU-Jordan co-operation⁶, and is fully in line with the revised EU-JORDAN ENP Action Plan of 2010, as well as with the underlying objectives of the 2011 Joint Communications of the European Commission and of the High Representative of the EU for Foreign Affairs and Security Policy "A partnership for democracy and shared prosperity with the Southern Mediterranean"⁷, and "A new response to a changing Neighbourhood"⁸.

⁵ To access school, children must be registered with UNHCR, who is currently expanding its registration centres towards areas of concentration of refugees to address this issue at least in part.

⁶ Programme in Support to Jordan's National Education reform-C(2006)3324 (EUR 42 million). Assessments and final evaluation have confirmed its contribution to the education reform progress in the country. The 2009 Programme in support of ETVET reforms (C(2009)7521), EUR 35 million) is half way through its implementation.

⁷ COM(2011)200 of 8 March 2011, stating that "*the EU responses to the changes taking place in the region needs to be more focused, innovative and ambitious, addressing the needs of the people and the realities on the ground.*"

⁸ COM(2011)303 of 25 May 2011.

The EU has supported the Jordanian education system also in relation to the presence of displaced Iraqis after 2006⁹. Given the ramifications of the impact of refugee inflow, the issue of evolving numbers, the importance of a co-ordinated approach towards the various education actors, it is essential to involve specialised bodies (UNICEF, UNESCO, UNHCR) with close links with all relevant actors and the capacity to ensure close monitoring of the needs and available assistance. Functional co-ordination and monitoring mechanisms will be ensured to this end. Co-operation with UNICEF, UNESCO and UNHCR in Jordan in their respective areas of focus is fruitful and constructive.

The proposed project also reflects the proven benefits of an approach that targets the direct beneficiaries (refugee children and youths) as well as their host communities. It will allow mobilising critical complementary assistance to vulnerable children and youths, where these agencies have strong expertise.

2.3. Complementary actions

The present intervention will complement on-going programmes in the area of education, in particular the Programme "Support to the Second phase of the Education Reform"¹⁰ (ERfKE, EUR 23 million, recently increased by EUR 10 million from the SPRING programme), started in December 2011 and to the "Support to Jordan Employment and TVET reforms"¹¹ (EUR 35 million) started in 2010.

The present intervention, beyond its emergency focus, is also in line with the EU's objective to limit the impact of external factors on the Jordanian effort to pursue its domestic reform agenda in an already challenging context.

The proposed action is focused on the education and training sectors, with no overlap with humanitarian assistance objectives (such as health, registration, transit camps, cash transfers).

It is set in the framework of the Jordan-UN appeal for assistance and of the UN interagency Response Plans, under the overall co-ordination of UNHCR.

The present intervention complements, above all, the actions undertaken in the framework of the first 2012 Special measure for Syria and Syrian refugees: a total amount of EUR 10 million was mobilised for non-humanitarian support to Syrians in Jordan on education, making the EU the first donor to provide a contribution in this field. The needs on the ground, as explained above, have since grown exponentially.

Coinciding with this initiative, similar assistance will be provided by the EU to Lebanon to support mitigating measures to deal with the influx of Syrian refugees there.

⁹ Special Measure on DCI Middle East funds to support Jordan's public education system to cope with the increase in demand caused by the large influx of Iraqi refugees- DCI-MED 2007/019-517 (EUR 26.68 million). It supported the education system focusing on vulnerable students (not just Iraqis).

¹⁰ C(2011)5702.

¹¹ C(2009)7521.

2.4. Donor co-ordination

The Ministry of Planning and International Cooperation ensures donor co-ordination through regular meetings and running of the Jordan Aid information management system (JAIMS) database, established in 2009, which records on-going bilateral or multilateral projects. This Ministry has called for donor support in anticipation of the strong impact of Syrian refugee presence in Jordan; the second appeal was launched on 1 October 2012. UNHCR has received the mandate of humanitarian co-ordinator and holds donors meetings monthly or as required. In the education sector, UNICEF holds regular donor co-ordination meetings including UNESCO and partners, with the Ministry of Education and key actors in the field to assess the response and needs of displaced Syrian children. The EU Delegation to Jordan chairs monthly EU co-ordination meetings, where responses envisaged to the situation at co-operation level – including the present proposed intervention – are discussed. Weekly meetings are held between the Delegation and the ECHO field office.

3. DESCRIPTION

3.1. Objectives

Global objective:

- To contribute to safe and appropriate services for vulnerable Syrians¹² living in Jordan.

Specific objective:

- Vulnerable Syrians, in particular children and youths, benefit from access to free formal education and to other relevant skills development and mentoring services, along with the host communities.

3.2. Expected results and main activities

Result 1: Vulnerable school aged children access quality formal education opportunities and receive psychosocial support at school inside and outside the refugee camp(s).

Main activities may include support tuition and textbook fees; renting and double-shifting of schools; remedial education; equipment, furniture and supplies for schools; provide referral of education cases and outreach activities to community members; provide pre-service and in-service training for school teachers and counsellors including on psychosocial support and child protection, child to child methodology, classroom management and inclusion; provide regional orientation for counsellors on psychosocial activities.

Result 2: Children excluded from formal education opportunities access alternative learning and/or mentoring support at the community level and in the camp(s).

¹² The term "vulnerable Syrians" in this action fiche should be understood broadly. It may also include persons without Syrian nationality but originally residing in Syria that have fled the country to Jordan as a consequence of the crisis.

Main activities may include provision of informal and non-formal education to vulnerable children and adolescents in areas of concentration of refugees (mainly Amman, Irbid, Ma'an, Mafraq, Ramtha and Zarqa) and in the camp(s); mentoring of youths e.g. to develop pro-social behaviour, increased youth community engagement, reduce tensions in the camp and outside between communities.

Result 3: Youths and vulnerable female adults have access to learning opportunities to provide them with better chances of future economic and social integration, or reintegration.

Main activities may include provision of learning opportunities to develop skills such as in income generation, livelihoods, literacy, vocational skill development for youths and female adults in the communities and the camp; career guidance and counselling; e-learning opportunities for secondary and post secondary education.

Result 4: Syrian refugees provided with education and training services according to their profiles and training needs

Main activities may include scoping of the beneficiary target group has been undertaken to ensure matching of profiles and needs with adequate education and training opportunities.

Result 5: Improved monitoring and evaluation capacities of interventions in support of Syrian refugees

Main activities may include assessments or studies on the economic, fiscal and social impact of Syrian refugees inflow to Jordan and of related interventions. This may also include support to Monitoring and Evaluation system to monitor interventions and to provide training in results based management to strengthen M&E capacity of partners and other stakeholders in the field of education, vocational training and skills development.

3.3. Risks and assumptions

Assumptions

- Government of Jordan maintains its policy of tolerance and hospitality to a large refugee population, to accept Syrian refugee children in the national public education system and contributes to the proposed activities (human, material and financial resources);
- Active co-ordination among the main stakeholders remains.

Risks

- Dramatic increase in number of Syrian refugees jeopardises the capacity of the Jordanian Government and partners to respond;
- Unexpected changes in sector leadership affect programme activities;
- Compromised in-country peace and stability;
- Return of refugees to Syria due to end of conflict and improvement of living conditions in the country (positive "risk").

3.4. Cross-cutting issues

The main relevant crosscutting issues are good governance, human rights and gender equality promotion, all integral to the action, which focuses on children, youths and vulnerable populations.

3.5. Stakeholders

Major stakeholders are the Ministry of Education, Ministry of Planning and international co-operation, UNHCR, education and vocational education providers and key non-governmental organisations including, FAFO, Questscope, Save the Children among others. The host communities and district level local authorities (Directorate of Education) will also play an important role in the project implementation.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

Joint management through the signature of standard contribution agreements with UNICEF, UNESCO, UNHCR and UNRWA within the framework of the European Commission – UN Financial and Administrative Framework Agreement (FAFA), and in accordance with Article 53(d) of the Financial Regulation. All three international organisations comply with the criteria provided for in the Financial Regulation. Direct centralised management will be used for evaluation and audit.

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

4.2. Procurement and grant award procedures

All contracts implementing the action are implemented in accordance with the procedures and standard documents laid down and published by the international organisation concerned, with the exception of contracts for audit and evaluation, for which Commission rules will apply.

4.3. Indicative budget and calendar

The budget available to implement the action is detailed in the Appendix.

The indicative execution period of the programme will be 48 months as from the date of the Commission decision.

4.4. Performance monitoring

The partners (UNICEF, UNESCO, UNHCR, UNRWA) and EU will meet regularly with the Jordanian counterparts and will undertake regular joint monitoring missions.

4.5. Evaluation and audit

An external final evaluation, covering all the activities of the action, will be carried out in accordance with European Commission procedures. If the European Commission deems it necessary, a mid-term evaluation could be carried out as well.

For actions implemented through contribution agreements, financial transactions and financial statements shall be subject to internal and external verifications procedures and checks, including on the spot, following the provisions of the European Commission – UN Financial and Administrative Framework Agreement (FAFA).

4.6. Communication and visibility

A communication strategy and specific activities dedicated to communication and implementing partners will develop visibility. The EU guidelines will be followed. Communication and visibility will include visibility activities to be carried out in line with the Communication and Visibility Manual for European Union External Actions¹³.

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

¹³

http://ec.europa.eu/europeaid/work/visibility/index_en.htm.

Appendix 1**Budget for the Action Fiche for Support for education, mentoring and skills development for displaced Syrians in Jordan****Budget**

The total EU contribution to the action will amount to maximum EUR 10.848 million.

The indicative budget breakdown is the following:

Description	Budget (EUR – indicative)
Contribution agreement with UNESCO	4,000,000
Contribution agreement with UNICEF	5,300,000
Contribution agreement with UNHCR	948,000
Contribution agreement with UNRWA	500,000
Evaluation and audit	100,000
TOTAL	10,848,000