

Evaluation of the European Union's Cooperation with the Hashemite Kingdom of Jordan (2007-2013)-Country level evaluation

Recommendations, Final report	Responses, DG NEAR: (i) accepted or not, ii) actions taken/to be undertaken	Follow up: by whom, by when
Cluster 1: Strengthening of overall strategic orientation and focus (covering EQs 1 and 3)		
5.1.1 Overall recommendations		
<p>OR-1 Strengthen further alignment and update the EU-Jordan cooperation strategy in line with the upgraded Upper Middle Income country status of Jordan and exploit the potentials this brings with it in terms of stronger auto-financed sustainable, inclusive and equitable development financed from internally generated resources.</p> <ul style="list-style-type: none"> <input type="checkbox"/> Tap more systematically into available national resources as Upper Middle Income country in order to contribute to the achievement of sustainable, inclusive and equitable development goals to combat inequality. <input type="checkbox"/> Pursue this through broadened support to strengthening of income distribution strategies and programmes and/or reinforcement of social security or social protection provisions. <input type="checkbox"/> The encompassing goal of the new response strategy should be combating the rising structural inequality in Jordan society. <input type="checkbox"/> Design and support broadened and better performing vertical mobility systems and programmes for deprived but socially mobile persons who aim at sustainably escaping the poverty trap through decent, gainful wage employment and/or entrepreneurial self-employment. 	<p>The recommendation is addressed to the Commission (EC), but only partially accepted by DG NEAR due to the changes in the political and security context resulting from the Syria crisis.</p> <p>The overall context of co-operation with Jordan has largely been overtaken by events related to the Syrian Crisis. The intention of the commission as a body is to propose a "compact" with Jordan, in line with the "holistic" approach advocated by the Jordanian Government. This implies mutual obligations.</p> <p>Considering Jordan a middle income country is something that has been very much challenged by Jordan since two years due to the impact of the Syrian crisis and the hosting of 1.3 million Syrians. This has been well understood by the International Community during the recent London Conference with facilitation to access concessional loans with the same conditions as Least Developed Countries.</p> <p>Combating inequalities in Jordanian society remains an objective of our co-operation and attention is being paid to the creation of private sector jobs through programmes encouraging Technical and Vocational Education and Training and micro-credit facilities as well as support to northern governorates suffering the most from the influx of refugees.</p>	<p>As far as combating inequalities in the Jordanian society, this will be followed up in the context of the preparation of annual action programmes.</p> <p>The EU Delegation will implement the recommendation in close collaboration with the beneficiary and relevant HQ services.</p>
<p>OR-2 Further improve the fine balance between immediate security considerations and the long-term development political dialogue and cooperation strategy objectives and outcomes.</p> <ul style="list-style-type: none"> <input type="checkbox"/> Avoid the trap of stability concerns being confused with and/or used as pretext for justifying the status quo, as this undermines security and stability itself in the longer run. <input type="checkbox"/> Keep the remarkable strategic and operational responsiveness in flexibly adapting to changes in the regional context. 	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>The need to balance respect for human rights and freedom of expression with respect for Jordan's security needs, in view of the the deteriorating situation in Syria and Iraq, is raised in Association Council meetings. Continued support to political and judicial reforms is proposed as well as projects aimed at improving gender equality. The discussions around the next EU-Jordan Partnership stemming from the recent review of the ENP</p>	<p>The recommendation will be followed up in the context of policy dialogue on different fora and different levels by the Delegation and HQ services on a continuous basis where appropriate.</p>

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	and the Compact will also be the platform for calibrating this balancing considering the current regional volatile context.	
□ In the broader context, keep appreciating the country's extreme hospitality vis-à-vis the almost recurrent streams of refugees caused by the regional crises and its efforts to facilitate sustainable solutions.	The Commission is offering considerable and increasing support to Jordan, through Budget Support, contributions to UN organisations and to NGOs to help it manage the refugee crisis.	
5.1.2 Specific recommendations		
EQ-1 Strategic alignment and flexibility		
SR-1.1 Ensure that the existing alignment of the EU-Jordan response strategy with the key national policy dialogue and development objectives and priorities included in the key GoHKOJ policy and strategy documents are also more solidly reflected at the actual operational level on the ground. This should be ensured through further strengthened and effective result-based programme management and monitoring along the targeted results indicators derived from the response strategy and programme.	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>Since 2014, Special attention has been given to the design of EU supported actions under the Annual Action Programmes by putting more emphasis on the actual implementation of the national reforms with concrete results on the ground. This is the case with the new Renewable Energy and TVET Programmes that have retained quantitative measurable indicators showing the actual progress and benefiting targeted populations or institutions.</p>	The recommendation is already being implemented in the context of the preparation of annual action programmes and continuously during the implementation of on-going programmes by the EU Delegation in close collaboration with the beneficiary and relevant HQ services.
SR-1.2 Avoid that stability concerns are confused with and/or used as pretext for justifying the status quo, as this undermines the very security and stability itself in the longer run. At the same time, it is essential to keep appreciating the country's extreme hospitality vis-à-vis the almost recurrent streams of refugees caused by the regional crises.	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>See OR 2</p>	See OR 2
SR-1.3 Explore means of further strengthened alignment and updating of the EU-Jordan cooperation strategy with Jordan's status and abilities as Upper Middle Income country, including more systematically tapping into available national resources as UMI country. Ensure that such encompassing sustainable socio-economic upliftment and fight against inequality strategy and programme is compliant with the following basic features:	<p>The recommendation is addressed to the Commission (EC), but only partially accepted by DG NEAR due to changes in the country context.</p> <p>The Delegation has engaged in political dialogue with the Ministry of Social Affairs and the National Assistance Fund at high level in order to try to develop a major intervention in this field, aiming at improving social safety nets and fighting against poverty. For the time being the Delegation intends to continue with a smaller capacity-building project, possibly via a further twinning and have commissioned a report to make recommendations on the best way forward for a more comprehensive programme.</p>	The recommendation will be followed up in the context of policy dialogue on different fora and different levels by the Delegation and HQ services on a continuous basis where appropriate.

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<ul style="list-style-type: none"> - Broadening of social safety nets; - Necessarily combined programmes on social protection and sustainable socio-economic uplifting from the poverty trap; - Skills upgrading for sustainable, gainful and decent employment (both self-employment / MSMEs and wage employment); - Expansion of and more inclusive social security system coverage; - Strengthening of tripartite, social dialogue; - Strengthened roles and responsibilities for non-state actors and the private sector in policy dialogue and the design and implementation of concrete interventions; - Based on further strengthened public finance management (PFM) as enabler, enabling more inclusive, effective and efficient delivery of social services on the ground and more egalitarian income distribution; - Fiscal policy strengthening in support of reform and of fight against inequality programmes. - The theme's scope, however, obviously should be much broader than PFM, which is just an enabler, and preferably is to be integrated and operationalized as a recurrent theme of the new Single Support Framework 2014-2017, especially in relation to component 1 "Reinforcing the rule of law for enhanced accountability and equity in public service delivery" with also strong links to the private sector development strategy component. 	<p>A major budget support operation to improve access to and the quality of Technical and Vocational Education and Training has been designed and signed. This operation entails support to tripartite social dialogue on employability and vocational training policies.</p> <p>For further social dialogue, discussions have taken place with, inter alia, the National Centre for Human Rights and several MPs on social dialogue.</p> <p>The Delegation maintains regular dialogue with civil society organisations and private sector representatives. With a clear push from the delegation to involve them in EU programmes design and implementation .</p> <p>Continued emphasis is being given to PFM with the subjects treated being broadened to the quality of services delivered to the public and the responsiveness of the public administration.</p>	
<p>SR-1.4 Provide assistance to explore, design and operationalise maximum national auto-financing mechanisms for such programmes, commensurate with Jordan's status as Upper-Middle Income Country, based on European know-how, good/best practices and lessons learnt.</p>	<p>The recommendation is addressed to the Commission (EC) but relates also to actions falling under the responsibility of IFIs. As far as EC's role is concerned the recommendation is accepted by DG NEAR.</p> <p>The EIB and EBRD, together with other financial institutions have expressed their readiness to work together with Jordan in providing finance at concessional rates in view of the ongoing refugee crisis. Pipeline of NIF projects overall for Jordan is increasing.</p>	<p>As far as possible and where appropriate the Delegation will facilitate contacts between Jordanian authorities and EIB and EBRD.</p>
<p>SR-1.5 Strengthen procedural and institutional provisions to ensure improved consistency between the regional and national components of the EU response strategy on the one hand and with the overall ENP framework on the other, with the aim of enhancing the complementarity and mutually reinforcing effects of both main components of the EU-Jordan cooperation</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>Consultation on programmes at the identification and formulation stage is regularly done. Enhancing synergies between regional</p>	<p>The Delegation will continue to enhance the synergies between regional and bilateral programmes during their preparation, and continuously</p>

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strategy and programme.	programmes with bilateral programming is always sought both by HQ and by the Delegation.	during the implementation of on-going programmes. The EU Delegations will implement the recommendation in close collaboration with the beneficiary and relevant HQ services.
SR-1.6 Further expand EU-Jordan cooperation in support to the Social Security Corporation (SSC), other related services and tripartite set-ups to enable the equitable and inclusive expansion (vertically and horizontally) and qualitative improvement of the social protection systems and programmes. The aim is to better serve the youth, women and vulnerable groups by ensuring their coverage under the social security system or through social safety nets. Explore the feasibility of blending instruments and mechanisms e.g. with European Finance Institutes and EU Member States agencies to finance these massive programme needs.	The recommendation is addressed to the Commission (EC), but only partially accepted by DG NEAR due to changes in the country context. See reply to 1.3. It is not realistic to expect Jordan to seek loans to finance social protection programmes given the high indebtedness level that has increased since the publication of the evaluation. However, the Delegation has made sure that youth and women issues are well capture in the programmes decided in 2014 and 2015 as well as those under preparation for 2016.	No specific follow up is envisaged.
EQ-3 Democratic governance		
SR-2.1 Explore alternative ways and means to further strengthen the complementarity and mutually reinforcing effects of policy/political dialogue and development cooperation interventions in the broad areas of democratic governance. And further strengthen the procedural and institutional basis for their coordination, if not further integration (both within EUD and with GoHKJ).	The recommendation is addressed to the Commission (EC) and accepted by DG NEAR. Despite the difficult security situation facing the country, the EU has always maintained its point of view in policy dialogue with Jordan, whether during Association Council meetings or bilateral meetings at political and operational levels, that human and civil rights and institutional reform should not be sacrificed. Continued support to Parliament, Independent Elections Institutions and civil society organisations, is foreseen in the 2016 programming exercise.	The recommendation will be implemented in the context of policy dialogue in different fora and different levels by the Delegation and HQ services, and during the preparation of annual action programmes.
SR-2.2 Ensure that the formal meeting of legislative or procedural benchmarks and compliance with “administrative” democratic governance targets do not become an end in themselves. It is necessary to keep the focus on effective, inclusive and sustainable outcomes and on the impact on society, the economy and the population in general. This impact on the ground should constitute the ultimate yardstick for measuring success of the cooperation	The recommendation is addressed to the Commission (EC) and accepted by DG NEAR. While the Delegation has supported in the past democratic governance reforms through Budget Support through the Good Governance and Development Contract (GGDC) instrument with	See 2.1

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<p>strategy and programme. It is understood that this impact depends on so many other factors in the necessary enabling environment other than those directly linked to any specific intervention. These broader framework factors necessarily will need to be taken duly into consideration when making any impact assessment of the EU-Jordan cooperation and of any of the specific interventions therein.</p>	<p>various benchmarks, the new orientation is to discuss these issues rather in association committee and related sub committees. The specific financial assistance and cooperation support will be rather targeted to specific democratic institutions and the civil society empowerment to be notably able to hold accountable the various political institutions and actors.</p>	
<p>SR-2.3 Ensure stronger ownership / involvement of civil society in democratic governance policy dialogue, processes and interventions, at all levels and at all stages of the reform cycle. To this end, keep supporting CSOs as empowered actors in political dialogue and national and local development processes through further capacity strengthening. Particularly focus support on membership organisations which are duly anchored at grassroots level, but at the same time support their federating and apex structure building to enhance their leverage in advocacy and democratic governance reform processes.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>This is being done through ENI and EIDHR funding. Ongoing bilateral programme with focus on dialogue between civil society and the government and capacity building on both sides. Organisations based on strong membership are difficult to find, therefore the Delegation focus on support to community based organisations as well as supporting CSOs with local networks.</p>	<p>See 2.1</p>
<p>SR-2.4 Give more prominence to local government and governance issues, both in the political dialogue and in the development cooperation interventions.</p>	<p>The recommendation is addressed to the Commission (EC) and partially accepted by DG NEAR.</p> <p>Inclusion of municipalities in political dialogue and development cooperation interventions is constrained by the prevailing legal environment that limits their autonomy. In addition municipalities de facto provide a very limited number of services and have little say in local economic development. Support to municipalities is foreseen in the context of EU support to host communities affected by Syrian refugees, particularly in the northern Governorates.</p>	<p>The recommendation will be implemented, where feasible, in the context of the preparation of annual action programmes. The EU Delegation will implement the recommendation in close collaboration with the beneficiary and relevant HQ services.</p>
<p>SR-2.5 Further “mainstream” support to the security sector in applying the rule of law and focus on reinforcing the rule of law for enhanced accountability and equity in public service delivery. Such public sector rule of law initiatives should be matched by corporate governance programmes to ensure that governance programme impact pervades both the public and private sectors in a balanced, equitable and mutually strengthening manner.</p>	<p>The recommendation is addressed to the Commission (EC) and generally accepted by DG NEAR.</p> <p>Focus is mainly on specific projects under the Instrument Contributing to Stability in relation to border control and anti-radicalisation.</p> <p>Public sector rule of law initiatives are covered under the respective interventions in those areas of public service delivery – which the EUD supports - seeking to ensure equal access for all. In 2016, the Delegation has started the implementation of an ambitious programme to support GoJ to fight violent extremism</p>	<p>No specific follow up is envisaged.</p>

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	and radicalisation, such support has been designed to embed Human Rights principles from its inception. In general the support to the security sector will receive more attention over the coming years translating the orientations of the recent ENP review.	
SR-2.6 In general, give a more prominent place to the reinforcement of the rule of law for enhanced accountability and equity in public service delivery as focal cooperation thematic area.	<p>The recommendation is addressed to the Commission (EC) and partially accepted by DG NEAR.</p> <p>This is being done insofar as possible. CSOs as watchdogs on access and equity for public service delivery could be supported under thematic budget lines.</p>	No specific follow up action is foreseen.
5.2 Cluster 2 recommendations on strategic pathways		
5.2.1 Overall recommendations		
<p>OR-3 Prioritize strategies and interventions that directly target and benefit the under-privileged and vulnerable segments of society so as to ensure that they have better and sustained access to public services and to gainful, decent and sustainable employment.</p> <ul style="list-style-type: none"> <input type="checkbox"/> Ensure that this support package targeting the underprivileged and vulnerable segments of society includes social coverage under the Social Security Corporation or benefits from social safety nets as (temporary) back-up in order to be able to sustainably emancipate from the poverty trap. <input type="checkbox"/> Pursue E-TVET as a key component of a comprehensive, inclusive and equitable strategy and support programme of progressive social inclusion, protection and security with strong proactive activation features to sustainably uplift vulnerable groups and individuals from the poverty trap and extreme inequality. <input type="checkbox"/> Pursue a broad programme set-up based on lessons learnt from the past and explore financial blending with European IFI and Member States agencies having expressed in principle interest in such set-up. <input type="checkbox"/> Recognize and maximize the substantive role of the private sector and pursue tripartite mechanisms for this purpose, making this a concerted effort of both the public and private sector partners in Jordan as Upper Middle Income country. 	<p>The recommendation is addressed to the Commission (EC), but only partially accepted by DG NEAR due to changes in the country context.</p> <p>See reply to 1.3. The Delegation is working hard to develop programmes which would provide employment in host communities most affected by the refugee crisis. Support to the private sector and for TVET is designed to give people the tools to help themselves out of the poverty trap.</p>	The recommendation is being implemented in the context of the preparation of annual action programmes as well as in the Madad Trust Fund. The EU Delegation will implement the recommendation in close collaboration with the beneficiary and relevant HQ services and partners.
OR-4 Further optimize the complementary and mutually reinforcing strengths of political / policy dialogue and development interventions as the	The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.	The recommendation will be implemented in the context of

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<p>two fundamental components of the EU-Jordan cooperation strategy, in a symbiotic way to bring about the effective and sustainable reform aspired for.</p>	<p>Sub-committees and Economic Dialogue meetings as well as Budget Support Steering Committees are used as forums to point to progress but also areas where more attention and action is required.</p>	<p>policy dialogue in different fora and different levels by the Delegation and HQ services, and during the preparation and implementation of annual action programmes.</p>
<p>OR-5 EU together with its Member States should play a more predominant and proactive role in the aid coordination and policy dialogue of development partners with key public and private stakeholders in Jordan.</p> <p><input type="checkbox"/> As such, ensure increased overall aid effectiveness, enhanced division of labour, synergies and improved visibility.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>The Delegation is currently implementing support to MoPIC for enhanced aid coordination around the Jordan Response to the Syria crisis. Support will also tackle incrementally the aid coordination system in Jordan. Knowing that the bulk of EU Member States support to Jordan is channelled to cope with the Syria crisis.</p> <p>The Delegation currently chairs in informal donor group on private sector development support.</p> <p>Consultations with private sector are organised on programmes with direct relevance.</p>	<p>No further action is envisaged.</p>
<p>5.2.2 Specific recommendations</p>		
<p>EQ-2 Coordination, complementarity and coherence</p>		
<p>SR-3.1 It is recommended that EU plays a more pro-active and prominent leadership role amongst the development partners at least in those areas where the EU value added is well known and recognized, considering the very substantive overall amounts committed and allocated for the EU-Jordan cooperation. This particularly pertains to development partners' coordination and division of labour matters, covering all phases of the strategizing, planning, implementation and monitoring and evaluation cycle.</p>	<p>The recommendation is addressed to the Commission (EC) and generally accepted by DG NEAR.</p> <p>Until recently, EU Member States had not considered Jordan as a recipient of aid, due to its Upper Middle Income Status. The EU is playing a pro-active role in co-orientating the Member state approaches,..</p> <p>EUD chairs the Development and Humanitarian Aid Group 6 times a year and it has been developed as forum for exchanges on both development and humanitarian assistance.</p> <p>Information on EU plans and programmes is also regularly shared with EU Eco/Trade counsellors in the monthly meetings.</p> <p>EUD participates actively in the Task Forces established by the Ministry of Planning and International Cooperation to support the the Jordan Response Plan to the Syria crisis. Concrete support and</p>	<p>No further action in addition to actions already taken is envisaged.</p>

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	recommendations are regularly put forward to enhance the coordination processes	
SR-3.2 Contribute more actively and robustly to the development and operationalisation of an effective performance planning, measurement, monitoring and evaluation framework and system to monitor and follow up on the policy results as well as to assess the reform outcomes and impact.	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>For the Jordan 2025 vision implementation the Government has requested and EU accepted to support the Prime Minister's Delivery Unit in setting up the performance monitoring system. All new Budget Support programmes have aligned to their sectoral strategies framework and will build capacities in the M&E units of the corresponding ministries.</p>	New draft guidelines on monitoring, evaluation and use of indicators have been developed. Delivery of trainings in these areas has started and is also foreseen for beneficiaries in the countries during 2016 by DG NEAR A3.
SR-3.3 Further explore and support the activation of substantial synergy and blending opportunities with EU IFIs (EIB and EBRD) and MS agencies (incl. KfW, AFD, etc.). Besides the large amounts invested already, there is room for stronger complementarities and scale upgrading (PSD venture capital, transport, sustainable energy, water) and for innovative, sustainable impact generation opportunities (e.g. social protection and upliftment fund).	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>This is a priority both at HQ and delegation levels and has gained momentum as a result of the London Conference on helping Syria and its Neighbours, held on 4/2/16. Close coordination and cooperation is in place in water and renewable energy/energy efficiency sectors as well as PSD.</p>	The Delegation is actively promoting blending opportunities between Jordan and EU IFIs and will continue to facilitate these contacts where possible.
SR-3.4 Facilitate blending mechanisms in a concerted effort to maximize the leverage of grants towards loans and larger programmes/projects and promote the use of shared conditionalities (for example on reduction of subsidies, tax reform, investment law, democratic governance reforms) between EU Member States, especially when EFIs are involved as a first step for the construction of blending mechanisms.	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>The Delegation and HQ are actively involved in this sector. The Delegation promotes the use of shared conditionalities and coordination, this in particular in the design of new PFM and PSD programmes (but coordination was done also for other EU instrument MFA). Increased use of NIF for Jordan in the energy and water sectors is bringing about concerted efforts. However, an issue to be noted on blending that current situation with debt leads to a preference of grants over loans by the authorities.</p>	See response SR 3.3 above
SR-3.5 Revitalize and further strengthen the Development Assistance Group (DAG) and other EU-MS coordination structures and processes, spearheaded by the Delegation, to ensure further strengthened coordination, coherence and complementarity of the strategies and interventions of the EU and its Member States present in the country.	<p>The recommendation is addressed to the Commission (EC) and generally accepted by DG NEAR.</p> <p>See also point 3.1</p>	No further action in addition to actions already taken is envisaged.
SR-3.6 Facilitate the participation of the non-government actors into the aid	The recommendation is addressed to the Commission (EC) and	The Delegation will continue

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<p>coordination system at the appropriate level. A good starting point for this can be at the sub-sector level.</p>	<p>generally accepted by DG NEAR. The Delegation has regular meetings with CSOs from all sectors. Some sectors are of course easier than others to ensure input into programming. Aid coordination with NGO participation is ensured under the JRP.</p>	<p>to engage with CSOs and NGOs to attain enhanced coordination.</p>
<p>EQ-4 Public institutions strengthening</p>		
<p>SR-4.1 Further strengthen a demand based response system in the field of public sector reform strengthening but avoid fragmented approaches. At the same time, ensure that demands are duly anchored in an encompassing overall results-oriented and performance-based public sector reform strategy and programme, spearheaded by a duly mandated and capacitated central entity.</p>	<p>The recommendation is addressed to the Commission (EC) and partially accepted by DG NEAR. This comment refers to the SAPP programme. It needs to be noted that indeed the nature of the instrument has remained demand driven as absorption capacities need to be considered also. The Government performance Development Program 2013-2016 is the current overarching framework in which the Ministry of Public Sector Development leads the work, though with limited resources.</p>	<p>The recommendation will be implemented in the context of the preparation of annual action programmes. The mainstreaming of PAR in all sector approaches promoted by DG NEAR aims to move away from a fragmented approach. The EU Delegation will implement the recommendation in close collaboration with the beneficiary and relevant HQ services.</p>
<p>SR-4.2 Provide resources for public financial management (PFM) reforms as planned through the 2014 Support to public finance and public administration reforms, conditional to stronger results orientation and performance.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR. This is already the case, with carefully calibrated benchmarks serving as triggers for payments.</p>	<p>No further action in addition to actions already taken is envisaged.</p>
<p>SR-4.3 Enhance mobilisation of expertise for public sector institutional strengthening through SAAP/SAPPs modalities. However, since these interventions tended to be relatively isolated initiatives, pursue and provide support to a comprehensive public institutions strengthening strategy and programme spearheaded by a duly mandated and empowered agency.</p>	<p>The recommendation is addressed to the Commission (EC) and generally accepted by DG NEAR. While agreeing with the recommendation it is easier to state than to implement Attempts towards more integrated and less supply-driven approach to SAAP/SAPP will be continued. On the other hand the AAP2014 PMF/PA BS programme opens the door for step by step engagement in the broader public institutions strengthening framework.</p>	<p>The mainstreaming of PAR in all sector approaches promoted by DG NEAR aims to move towards a more coherent way to address PAR. The recommendation will be followed up in the context of the preparation of annual action programmes by the EU Delegation in close collaboration with the</p>

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		beneficiary and relevant HQ services.
SR-4.4 Explore the feasibility of promoting South-South development cooperation arrangements in the light of the increasing recognition that this (i) in principle promotes greater ownership of development processes; (ii) maximizes exchange of practical lessons learnt and good / best practices through learning from each other; (iii) promotes regional cooperation and integration; and (iv) allows to further the commitments taken by the EU (and other donors) following the Paris Declaration and through the Accra Agenda for Action.	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>South-South development cooperation already exists and it is mainly promoted by means of regional programmes. Jordan participates in a broad range of regional activities in 16 sectors, financed from the regional envelope of the ENI. At present there are 86 ongoing regional programmes, including those financed under the NIF, for a total of 263 million euro.</p> <p>Moreover, the EU continued support to the Agadir trade agreement and the ATU secretariat, should be seen in the context of promoting regional cooperation. The establishment of the Euro-Mediterranean Free Trade Area is part of the Barcelona Process. Implementation started in March 2007.</p>	No further action in addition to actions already taken is envisaged.
SR-4.5 Further explore the potential and benefits of triangular North-South-South cooperation through privileged centres of excellence in the South as (peripheral) network hubs, mutually beneficial for both the North and South partners in a win-win environment.	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>Triangular N-S-S cooperation opportunities will be further explored. In the meantime, some projects have already started and one of the most successful has been the support to the Anna Lindh Foundation dating back to 2004.</p> <p>Also, Jordan is the co-presidency of the Union for the Mediterranean (alongside the EU) and in this capacity helps drive the regional cooperation and integration agenda</p>	The Delegation will continue to facilitate the use of N-S-S opportunities.
EQ-5 Aid modalities mix and efficiency		
SR-5.1 Ensure that Budget Support (BS) programmes are tailored to the specific sector context and are framed within a strategic and flexible partnership in relation to the reforms in question. Increasing efforts should be made to ensure that BS programmes are prepared through studies and thorough consultations with government officials at the different levels as well as with civil society, with a view to focusing attention on the priority needs and ensuring the full understanding of the budget support instrument by all concerned parties. A strong involvement of technical assistance to prepare for and accompany budget support operations is equally recommended.	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>This is increasingly the case and the AAP 2014 and AAP 2015 programmes followed strictly this line, including accompanying TA. Such approach is also continuing in the design of AAP 2016 with the Solid waste Management BS intervention in particular.</p>	<p>The DG NEAR approach to Budget Support emphasise the need to align BS programmes with national policies.</p> <p>The recommendation will be followed up in the context of the preparation of annual action programmes by the EU Delegation in close collaboration with the</p>

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		beneficiary and relevant HQ services.
<p>SR-5.2 Before engaging in any budget support cooperation modality, ensure that the necessary enabling environment factors and conditions are fulfilled in advance as preconditions to ensure value for money, cost-effectiveness and cost-efficiency, as during the preparatory phase for budget support interventions, actual leverage for reform commitments and implementation is highest.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>The EU has learned from past experiences on complex programmes with multiple counterparts and already applies this recommendation. MoPIC is also playing a valuable role in facilitating the understanding of this approach by the Lines ministries.</p>	<p>Present DG NEAR BS guidelines foresee the assessment of the environment and conditions required for successful BS to take place during the preparation of BS programmes.</p> <p>The recommendation will be followed up in the context of the preparation of annual action programmes by the EU Delegation in close collaboration with the beneficiary and relevant HQ services.</p>
<p>SR-5.3 Pursue the use of complementary inputs to contribute to shaping of reforms (as done in the case of the justice sector) which could also lead to the progressive updating of the performance assessment frameworks (matrices of conditionalities). This will make budget support more effective.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>The EU/DG NEAR is moving to the operationalisation of the “fewer and bigger” approach that should lead to a more comprehensive support to the targeted sectors, which will require a solid reform package; high political commitment and conducive monitoring framework.</p>	<p>The recommendation is in line with the DG NEAR push towards sector approach.</p> <p>The recommendation will be followed up in the context of the preparation of annual action programmes by the EU Delegation in close collaboration with the beneficiary and relevant HQ services.</p>
<p>SR-5.4 Ensure careful targeting and sequencing of indicators in close coordination with all key parties concerned. Focus performance assessment matrices on a limited number of key areas. Formulate indicators for the successive BS tranches releases to accompany and monitor the aspects of the reform process to be supported, with more emphasis on the outcomes / impact on the ground. Depending on the sector and on the specific objectives pursued, include indicators that address the expected level of expenditure in relation to specific sectors, sub-sectors or activities (thus moving from results management to more encompassing performance management covering all</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>This is already being implemented in the formulation of new programmes to the extent possible.</p>	<p>The recommendation will be followed up in the context of the preparation of annual action programmes by the EU Delegation in close collaboration with the beneficiary and relevant HQ services.</p>

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levels of the results chain from inputs to impact).		
<p>SR-5.5 Further strengthen performance monitoring and evaluation systems as well as domestic accountability, in first instance from an (internal) programme management strengthening perspective, rather than from a more “classical” (external) accountability perspective. It is recommended to strengthen integrated performance planning, monitoring and evaluation (PPME) systems at central level encompassing aid effectiveness, efficiency and economy in a balanced manner and based on targeted performance indicators measurement at all levels of the intervention logic. In so doing, ensure a close horizontal collaboration with the sectoral and thematic line ministries and agencies on technical and quality assurance aspects. Assure alignment of the M&E systems at intervention level with the overall umbrella PME system to avoid duplication of efforts and reduce transaction costs. At the same time, support a comprehensive human and institutional capacity strengthening drive on the part of all the main performance monitoring and evaluation system proponents.</p> <p>Ensure that the quality of the provisions for implementation of sector specific performance planning, budgeting, measurement and monitoring and evaluation is thoroughly assessed and supported through policy dialogue and when needed through complementary capacity building efforts when budget support is considered as the modality to intervene in any given sector.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>As mentioned, the Delegation has designed BS programmes that are also focussing on strengthening the roles and function of M&E units in the targeted sectors in order to ensure sustainability and strong internal accountability.</p>	<p>No further action in addition to actions already taken is envisaged.</p>
<p>SR-5.6 With a view to enhancing accountability while at the same time supporting civil society, further pursue the possibility of involving non-state actors / civil society organisations as watch-dogs of public policies and reform efforts. This should include the provision for a complementary envelope to SBS interventions to finance the complementary monitoring and assessment of the supported public policies through the active involvement of civil society, as for example is currently being tested in the Good Governance and Development Contract.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>Such a practice has already been adopted in a number of cases, notably with REEE, TVET and PFM/PA.</p>	<p>Also in line with the conclusions of the ENP review and of its planned roll out, further involvement of CSO at all stages is foreseen.</p>
<p>5.3 Cluster 3 recommendations on sectoral and thematic outcomes and impact on the ground</p>		
<p>5.3.1 Overall recommendations</p>		
<p>OR-6 Concentrate support to reform processes in all sectors on actual reform impact on the ground.</p>	<p>The recommendation is addressed to the Commission (EC) and generally accepted by DG NEAR.</p>	<p>The recommendation will be followed up in the context of the preparation of annual action programmes by the EU Delegation in close collaboration with the</p>

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		beneficiary and relevant HQ services.
<p>OR-7 Make general and more explicit use of performance planning, budgeting, measurement and monitoring & evaluation systems derived from results frameworks to ensure more effective and efficient management for development results of interventions in order to further strengthen impact on the ground.</p> <p><input type="checkbox"/> Ensure ownership of such systems by the implementing line ministries and agencies and spearheaded by the duly mandated central government entity(ies) concerned.</p> <p><input type="checkbox"/> Strengthen human and institutional capacities at all levels to effectively achieve such ownership.</p> <p>- Ensure that any continued support of the EU to public finance management (PFM) and/or other public institutions strengthening programmes has this as base rationale and as overall, encompassing strategic theme.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>See SR 5.5</p> <p>As part of the new external ROM contract the possibility to undertake end of project results reporting by the ROM contractor has been introduced to provide support to Delegations in identifying and checking the most relevant results to report on.</p>	<p>See point SR 3.2</p> <p>Also, the recommendation may be followed up in the context of carrying out "end of project results reporting" missions managed by A3 in consultation with Delegations.</p>
<p>OR-8 Give more explicit and priority attention to cross-cutting issues, both in the development interventions and the political dialogue strategy components of the cooperation:</p> <p><input type="checkbox"/> See to it that this priority attention especially pertains to gender as cross-cutting issue pervading the whole EU-Jordan cooperation.</p> <p><input type="checkbox"/> Consistently ensure the mainstreaming of environment and climate change in all programmes, and particularly those in the energy and water sectors.</p> <p><input type="checkbox"/> Ensure that democratic governance and institution building continue to be focus areas of the EU-Jordan cooperation in the period to come, with capitalization and consolidation of the achievements from the prior cooperation period, and with stronger focus on programmes ownership and institutionalisation aspects and on ultimate impact on the ground.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>In 2015, the Commission presented a "Strategic engagement for gender equality 2016-2019". It emphasises the need to integrate a gender equality perspective into all EU policies as well as into EU funding programmes. DG NEAR approved a Gender action plan in 2016 to ensure gender mainstreaming into all relevant programmes under its responsibility.</p> <p>Gender issues are mainstreamed in all new programmes to the maximum extent within the scope of the programme.</p> <p>The new renewable energy and solid waste management programmes looked very carefully to the climate change issue in their design.</p>	<p>Reinforced training in gender mainstreaming is foreseen to be organised for beneficiaries both in country and in EC HQ during 2016 by A3.</p> <p>The recommendation will also be followed up in the context of annual programming by delegation, geographic unit in close cooperation with DG Near gender desk.</p>
<p>5.3.2 Specific recommendations</p>		
<p>EQ-6 Sustainable private sector development</p>		
<p>SR-6.1 Ensure support to private sector development with a special focus on the most promising sectors based on sectoral studies updates, to promote</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p>	<p>No additional actions are foreseen.</p>

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<p>increased competitiveness and job creation. Reduce the risk of a possible unbalance between these two objectives by linking to / tie-ups with the education sector and E-TVET in particular.</p>	<p>This is the aim being pursued by our recently signed programme for TVET.</p>	
<p>SR-6.2 Pursue systematically new ways, processes and modalities for sustainable private sector development (e.g. as venture capital, amongst others) which are (more) market conform and discontinue any dole-out direct financial / non-financial support at the micro level of individual enterprises, whatever their size or phase of operations.</p>	<p>The recommendation is partially addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>Over the past two years, the Delegation has been moving away from the subsidy approach to interventions aimed at improving the conditions for economic development – micro-finance, business environment, TVET etc. It needs to be noted venture capital is for the banks/investment funds to provide, not possible under EU bilateral assistance.</p>	<p>No additional actions are foreseen.</p>
<p>SR-6.3 Give particular attention to and ensure the strengthening of the necessary enabling environment (regulatory, fiscal, financial markets, exchange rate, trade liberalisation related, customs, performance based incentive schemes, venture capital etc.) for sustainable private sector development and proactively pursue public-private sector partnership and innovative financial blending ventures.</p>	<p>The recommendation is addressed to the Commission (EC) and partially accepted by DG NEAR.</p> <p>Insofar as possible this is done, macro-level support is being put in place for business and investment environment reforms.</p>	<p>Where feasible, the delegation will follow up this in the context of the preparation of annual action programmes in close collaboration with the beneficiary and, where relevant, in the context of policy dialogue.</p>
<p>SR-6.4 Especially consider and proactively pursue strategic programmatic tie-ups and joint ventures with the European financial institutions such as EBRD and EIB and with Member States agencies such as KfW, AFD, DFID, amongst others, which have proven to be interested in such undertakings, with the objective of maximising the multiplier effect of grants.</p>	<p>The recommendation is addressed to the Commission (EC) and but relates also to actions falling under the responsibility of IFIs. As far as EC's role is concerned the recommendation is accepted by DG NEAR.</p> <p>This is already the case in the renewable energy and energy efficiency as well as water sectors and has been given new momentum by the London Conference of 4/2/16.</p>	<p>As far as possible and where appropriate, the Delegation will facilitate contacts between Jordanian authorities and EIB, EBRD and Member state agencies..</p>
<p>SR-6.5 Strategize PSD support in such way that the basic needs of business entrepreneurs are more adequately met in a qualitative and integrated manner by tackling the present fragmentation of the business enabling environment through proactive, concerted steps toward a new integration at higher level.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>Macro-level support is being put in place for business and investment environment reforms under AAP 2015, building on Jordan 2025 vision.</p>	<p>No further action is foreseen, but the recommendation will be followed up by the Delegation in the context of the implementation of AAP 2015.</p>
<p>SR-6.6. Develop an instrument (backed with financial support and TA) targeted specifically at Jordanians working abroad to reverse the “brain drain” and increase the supply of skilled labour and thereby help the domestic</p>	<p>The recommendation is addressed to the Commission (EC) and generally accepted by DG NEAR.</p>	<p>Where feasible, the delegation will follow up this in the context of the preparation of</p>

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economy modernize and compete globally.	Jordan has indicated this as a priority for the Mobility Partnership.	annual action programmes in close collaboration with the beneficiary and, where relevant, in the context of policy dialogue.
EQ-7 Trade, transport and investment facilitation		
SR-7.1 Give priority to supporting the development of an effective, streamlined institutional setting for investors by addressing the existing overlapping mandates and institutional arrangements of different government agencies acting in the area of investment policy, innovation and competitiveness.	<p>The recommendation is addressed to the Commission (EC) and partially accepted by DG NEAR.</p> <p>The Investment Law has since been passed and replies in part to this criticism.</p>	No further action is foreseen, for the time being, following the adoption of the Investment Law.
SR-7.2 Further strengthen support to regulatory approximation as there are initial signs of success, but ensure that this process is accompanied by negotiations on trade, including services and other priority sectors for Jordan exports.	<p>The recommendation is addressed to the Commission (EC) and partially accepted by DG NEAR.</p> <p>Special trade measure negotiations are underway concerning Jordan's proposals on enhancing exports to EU with relaxed RoO scheme linking to the employment of a number of Syrian refugees. Jordanian authorities have also indicated commitment to start the DCFTA negotiations as the preparatory work was finalised. The overall context is however not in the hands of DG NEAR nor of the Delegation. We are ready to provide supporting measures should this be necessary.</p>	The Delegation is ready to facilitate the DCFTA process when required.
SR-7.3 Facilitate the finalisation and approval of the public-private partnership (PPP) law and the preparation of the related regulatory framework as a matter of priority. To that end, explore concrete PPP opportunities in the transport sector as there are revenue-generating projects that are clear candidates for PPP (tollled highways, dry port installations, public transport) and where EU investors have a solid and long history of successes. To that effect, further coordinate with EIB which already has declared its interest in supporting the implementation of the transport strategy, and create space for blending opportunities with NIF as credible framework.	<p>The recommendation is addressed to the Commission (EC) but rejected by DG NEAR.</p> <p>PPP law passed in 2014..Transport not being a focal sector under the SSF 2014-2017 this is less relevant. In addition more under the EIB or EBRD remit to provide for big infrastructure in line with Government priorities and recognising current debt limits.</p>	No action foreseen.
SR-7.4 Explore the opportunities provided under the Long Term National Transport Strategy particularly with regard to Jordan being well placed to serve as regional logistics hub thanks to its comparative advantages emanating from its geographical and geo-political setting and relative stability, and further pursue the synergy possibilities with the EIB plans to support Jordan road development.	<p>The recommendation is addressed to the Commission (EC), but rejected by DG NEAR.</p> <p>Transport not being a focal sector under the SSF 2014-2017 this is less relevant.</p>	No action foreseen.

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<p>SR-7.5 Give special attention to and proactively pursue the promotion of regional co-operation, which remains essential for the transport strategy to be successful (incl. TTF Secretariat, EIB Regional Integration through Trade and Transport Corridors three-year initiative, etc.).</p>	<p>The recommendation is addressed to the Commission (EC), and accepted by DG NEAR.</p> <p>Jordan participates actively in regional co-operation programmes, but their effectiveness is hindered by geo-political considerations.</p>	<p>No specific action is foreseen. However, the Delegation is ready to facilitate contacts between different stakeholders when required.</p>
<p>EQ-8 Education and employment</p>		
<p>SR-8.1 Broaden support to the education sector. This is necessary in quantitative terms because of the massive influx of refugees and the enormous strains these cause on the local public services especially in the host communities. This is also in particular necessary in qualitative terms with regard to teachers' education and different other quality issues. The most prominent are: lifelong learning, career development and status upgrading, modern teaching methods, updated curricula with longer contact hours and broadened provisions for mathematics and literacy, gender issues, decentralisation, strengthening of school management and involvement of parents and communities in education issues.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>In quantitative terms this has already been done. HQ and Delegation are indeed conscious of the need not to sacrifice quality and to work more on this issue, albeit under adverse circumstances.</p>	<p>The recommendation is already being implemented in the context of the preparation of annual action programmes and continuously during the implementation of on-going programmes by the EU Delegation in close collaboration with the beneficiary and relevant HQ services</p>
<p>SR-8.2 Take a stronger proactive stand and engagement in the reform of the E-TVET sector particularly with regard to a simplification of its governance and management structure and make the (sub-) sector more cost-efficient and cost-effective, and support the development and operationalisation of a results based monitoring and evaluation system anchored in Jordan's National Employment Strategy 2011-2020.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>The Delegation has lobbied for TVET to be taken more seriously at political level.</p>	<p>The recommendation is being followed up in the context of policy dialogue on different fora and different levels by the Delegation and HQ services on a continuous basis where appropriate.</p>
<p>SR-8.3 Give special attention to the upliftment of the overall standing of TVET in society alongside and at par with "academic" secondary education and to its enhanced overall quality. Particularly focus on the "E" employment (both self-employment and wage employment) component of the integrated E-TVET approach and duly ensure gender sensitivity both in strategies and operations.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>The new TVET programme "Skills for Employment and Social Inclusions" has been very much focusing on increasing the employability of the youth and other beneficiaries. Gender and promoting women participation to the TVET programmes has been taken on board, in particular from underprivileged segments of the population.</p>	<p>The recommendation is already being implemented in the context of the new TVET programme.</p> <p>No further actions is foreseen at this stage.</p>
<p>SR-8.4 Ensure gender equity and equality in social protection and other related legislation and ensure their effective implementation. To that effect, support the empowerment of the Gender Unit in the Ministry of Labour and</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p>	<p>Reinforced training in gender mainstreaming has been organised by NEAR A3 for beneficiaries and at EC HQ</p>

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<p>other key entities concerned to effectively assume their role and fulfil their mandate of strengthening gender sensitive policy making and strategizing. It is also essential to supervise their actual implementation in the field of Technical and Vocational Education and Training and the education-work link in general, with the aim of effectively enhancing women employability.</p>	<p>The Commission's "Strategic engagement for gender equality 2016-2019" emphasises the need to integrate gender equality into EU policies and funding programmes. NEAR seeks to implement the Gender Action Plan through continued efforts to integrate a gender mainstreaming perspective into all relevant ENI and IPA II programmes.</p> <p>The EU is planning to support Social Protection in 2017 and those aspects will be taken on board.</p>	<p>during 2015 and will continue in 2016..</p> <p>The recommendation will be followed up in the context of the annual programming .</p>
<p>EQ-9 Sustainable, environment friendly energy and water solutions</p>		
<p>SR-9.1 Strengthen the focus on renewable energy and energy efficiency as well as efficient water use as strategic objectives of the EU-Jordan cooperation in these cooperation sectors, in case prioritized. More explicitly and inclusively cover environmental and climate change concerns as cross-cutting issues pervading all EU-Jordan policy dialogue and cooperation activities in these sectors.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>A major two-year investment in REEE is underway. This also includes energy use in the water sector. However, under the SSF 2014-2017 water sector was not selected as a priority, also given that other EU MSs are very active in the sector.</p>	<p>No additional action is foreseen.</p>
<p>SR-9.2 With water being an extremely scarce resource in Jordan and with the massive influx of refugees having a detrimental impact on this already extreme scarce resource, further explore the desirability and feasibility of reintroducing support to the water sector and its reform in particular (e.g. related to efficient water use) as a key component / focal area of the coming EU response strategy. This assessment should be done in close coordination with the Member States to ensure optimum division of labour and synergies.</p>	<p>The recommendation is addressed to the Commission (EC), but rejected by DG NEAR.</p> <p>It is not possible to consider moving into (or back into) priority sectors other than those currently covered, unless more staff is recruited and allocated, which seems unlikely. With the Syrian refugee crisis, the Delegation has already been forced to cover areas (such as education) which are not included in the SSF.</p>	<p>No action is foreseen.</p>
<p>SR-9.3 Further prioritize support to enhanced energy efficiency and renewable energy, especially since the cost of energy represents a disproportionately high segment of both household and industry expenditures. Hence the plea for a continued focus on renewable energy and energy efficiency</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>Underway. See reply to 9.1. Importance of renewable energy and energy efficiency has been fully recognised and this has become one of the three key components of the SSF with nearly 1/3 of EU funding, supporting the Government strategy.</p>	<p>No further action is envisaged beyond what is already taking place under REEE II.</p>
<p>SR-9.4 In case EU support in the energy and/or water sectors is extended via the sector budget support aid modality, ensure that such support is directly and unequivocally related to the implementation of well-defined, results-oriented and monitorable action plans and achievement of reform process and results targets. Reform indicators should include / cover, amongst others: (i) detailed plans of actions in each pertinent work area, (ii) means of ensuring</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>The programme foresees a balance of projects and budget support, with the latter also containing a number of very specific benchmarks.</p>	<p>No additional action is foreseen.</p>

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<p>networking and partnership development, (iii) incentive policies, (iv) market and PPP strategies, (v) stakeholder mobilization methodology outside government spheres, and (vi) details regarding capacity building efforts required.</p>		
<p>SR-9.5 Ensure that any support to sectoral reform in the energy sector duly caters to institutional and human capacity strengthening of private sector organisations which are excluded from direct EU reform support (including for example Energy Service Companies – ESCO’s, electricity utilities, financiers), especially since these are / will be actually spearheading reform processes and their implementation.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>The new REEE II took that into consideration specially via the planned TA support</p>	<p>No further action is envisaged beyond what is already taking place under REEE II.</p>
<p>SR-9.6 Ensure consistently the mainstreaming of environment and climate change in all programmes in the energy and water sectors.</p>	<p>The recommendation is addressed to the Commission (EC) and accepted by DG NEAR.</p> <p>Regularly undertaken.</p>	<p>The recommendation will be followed up in the context of annual programming by the delegation in close cooperation with DG NEAR HQ services, and specifically with the CoTE for Environment.</p>