



Brussels, 18.8.2020
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COMMISSION IMPLEMENTING DECISION

of 18.8.2020

**on the annual action programme 2020 part II in favour of the Hashemite Kingdom of
Jordan for 2020**

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union (TFEU),

Having regard to Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012¹, and in particular Article 110 thereof,

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action², and in particular Article 2(1) thereof,

Whereas:

- (1) In order to ensure the implementation of the annual action programme 2020 part II in favour of the Hashemite Kingdom of Jordan, it is necessary to adopt an annual financing Decision, which constitutes the annual work programme, for 2020. Article 110 of Regulation (EU, Euratom) 2018/1046 establishes detailed rules on financing Decisions.
- (2) The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU³.
- (3) The Commission has adopted the Single Support Framework for the period 2017-2020⁴, which prioritises support to Jordan's social and economic development, strengthening the rule of law, and upgrading border management and preventing violent extremism.

¹ OJ L 193, 30.7.2018, p.1.

² OJ L 77, 15.3.2014, p. 95.

³ 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.

⁴ Commission Decision C(2017)7350 of 9.11.2017 on the adoption of a single support Framework for EU support to Jordan for the period 2017-2020.

- (4) The objectives pursued by the annual action programme to be financed under the European Neighbourhood Instrument⁵ are to support the accountability and democratic governance through improvement of performance of public institutions in terms of integrity and accountability; and support the social inclusion, social protection and empowerment of vulnerable Jordanians with specific focus on reduction of poverty and people with disabilities. Both actions are relevant in view of responding to the impact of the coronavirus pandemic in 2020.
- (5) The action entitled ‘EU Support to improving integrity and accountability in Jordanian public administration at central and local levels’ (Annex 1) will focus on enhancing the integrity and accountability environment through the strengthening of practices and institutions; improvement of the policy planning system with linkages to the public consultation, monitoring and evaluation and analysis at the sectoral level; enhancing local governance through improved accountability and effective and efficient policy making and implementation; and strengthening the capacity and internal governance of Civil Society Organisations (CSOs) and community-based organisations (CBOs) to enable them to hold the government accountable.
- (6) The action entitled ‘EU Support to the Social Inclusion and Empowerment of Vulnerable Jordanians’ (Annex 2) aims to improve and modernise the quality and performance of the social protection system in Jordan in order to develop an equitable and inclusive society in compliance with the National Social Protection Strategy 2019-2025 priority areas.
- (7) The Commission should authorise the eligibility of costs as of a date preceding that of submission of a grant application, which is prior to the date of adoption of this Decision, for reasons of extreme urgency in crisis management aid or in other exceptional and duly substantiated emergencies, whereby an early engagement by the Union would be of major importance.
- (8) Pursuant to Article 4(7) of Regulation (EU) No 236/2014, indirect management is to be used for the implementation of the programme.
- (9) The Commission is to ensure a level of protection of the financial interests of the Union with regards to entities and persons entrusted with the implementation of Union funds by indirect management as provided for in Article 154(3) of Regulation (EU, Euratom) 2018/1046. To this end, such entities and persons are to be subject to an assessment of their systems and procedures in accordance with Article 154(4) of Regulation (EU, Euratom) 2018/1046 and, if necessary, to appropriate supervisory measures in accordance with Article 154(5) of Regulation (EU, Euratom) 2018/1046 before a contribution agreement can be signed.
- (10) It is necessary to allow for the payment of interest due for late payment on the basis of Article 116(5) of Regulation (EU, Euratom) 2018/1046.
- (11) In order to allow for flexibility in the implementation of the programme, it is appropriate to allow changes which should not be considered substantial for the purposes of Article 110(5) of Regulation (EU, Euratom) 2018/1046.
- (12) The actions provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee established under Article 15 of the financing instrument referred to in recital 4.

⁵ Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument (OJ L 77, 15.3.2014, p. 27).

HAS DECIDED AS FOLLOWS:

Article 1
The programme

The Commission Implementing Decision on the annual action programme 2020 part II in favour of the Hashemite Kingdom of Jordan, as set out in the Annexes, is adopted.

The programme shall include the following actions:

- Annex I: EU Support to improving integrity and accountability in Jordanian public administration at central and local levels;
- Annex II: EU Support to the Social Inclusion and Empowerment of Vulnerable Jordanians

Article 2
Union contribution

The maximum Union contribution for the implementation of the programme for 2020 is set at EUR 39,000,000 and shall be financed from the appropriations entered in the following lines of the general budget of the Union:

- budget line 22.040101: EUR 15,000,000;
- budget line 22.040102: EUR 24,000,000;

The appropriations provided for in the first paragraph may also cover interest due for late payment.

Article 3
Methods of implementation and entrusted entities or persons

The implementation of the actions carried out by way of indirect management, as set out in the Annex I, may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in point 5.3 of the Annex I.

Article 4
Flexibility clause

Increases or decreases of up to EUR 10 million not exceeding 20% of the contribution set in the first paragraph of Article 2, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution, as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 110(5) of Regulation (EU, Euratom) 2018/1046, where these changes do not significantly affect the nature and objectives of the actions.

The authorising officer responsible may apply the changes referred to in the first paragraph. Those changes shall be applied in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 18.8.2020

For the Commission
Olivér VÁRHELYI
Member of the Commission



ANNEX 1

Commission Implementing Decision on the annual action programme 2020 part II in favour of the Hashemite Kingdom of Jordan

Action Document for EU Support to improving integrity and accountability in Jordanian public administration at central and local levels

ANNUAL PROGRAMME

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

1. Title/basic act/ CRIS number	EU Support to improving integrity and accountability in Jordanian public administration at central and local levels CRIS number: ENI/2020/42-572 financed under the European Neighbourhood Instrument	
2. Zone benefiting from the action/location	Hashemite Kingdom of Jordan The action shall be carried out at the following location: Jordan	
3. Programming document	Single Support Framework for European Union (UE) support to Jordan 2017-2020 ¹	
4. Sustainable Development Goals (SDGs)	Main SDGs: SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels ; SDG 5: Achieve gender equality and empower all women and girls	
5. Sector of intervention/ thematic area	Governance: Integrity and accountability, Anti-Corruption organisations and institutions	DEV. Assistance: YES
6. Amounts concerned	Total estimated cost: EUR 16 to 17.5 million Total amount of European Union (EU) contribution EUR 15 million	

¹ https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/single_support_framework_2014-2020.pdf

7. Aid modality(ies) and implementation modality(ies)	Project Modality: Indirect management with the entrusted entities to be selected in accordance with the criteria set out in section 5.3.4			
8 a) DAC code(s)	151 (Government and civil society, general) 100% 15110 (Public sector policy and administrative management), 35% 15113 (Anti-corruption organisations and institutions), 25% 15150 (Democratic participation and civil society), 15% 151120 (Decentralisation and Support to subnational Government), 25%			
b) Main Delivery Channel	OECD – 47131 UNDP – 41114 Donor Government – 11000			
9. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Gender equality and Women’s and Girl’s Empowerment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, Newborn and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
10. Global Public Goods and Challenges (GPGC) thematic flagships	N/A			

SUMMARY

The programme takes as its starting point the need to improve the performance of public institutions in terms of integrity and accountability, both at national and sub-national level. This need has been acknowledged by the Government of Jordan (GoJ) on several occasions and most recently in the **National Renaissance Plan (NRP) 2019-2020**.² Policy priorities formulated by the Prime Minister include a strong emphasis on the rule of law and integrity, and implementation of these priorities demands *accountability for results* at all levels of

² National Renaissance Plan 2019-2020, Al Nahda Strategy and Prime Minister Priorities are used interchangeably.

government.³ Consequently, Component 1 on **Compliance and Performance** proposes the following dimensions to address integrity and accountability, while applying a **multi-actor approach**⁴:

Compliance-based accountability is characterised by adherence to rules, regulations and procedures that promote integrity. This includes addressing: *a) administrative accountability*, i.e. the system of internal controls ensuring that institutions use mechanisms that reduce abuse and improve adherence to standards and guidelines, and *b) financial accountability*. The programme will provide institutional support to the main control bodies, primarily the Jordanian Integrity and the Anti-Corruption Commission (JIACC) but also the Audit Bureau (AB). It takes its starting position from the **National Integrity System (NIS)** and intends to roll out new bylaws, procedures and mechanisms throughout Ministries, Departments and Agencies (MDAs) to address integrity, prevention, and compliance, targeting different levels of government.

Policy outcome accountability is driven by the need to *demonstrate visible results of government's action to the society*. It will ensure better policy co-ordination, policy planning and policy analysis based on the use of monitoring and evaluation (M&E) information. The information created by M&E (e.g. programme evaluations) helps to create feedback loops that allow for policy design, more inclusiveness of decision-making and thus enhance **government performance**. The programme will support a minimum of two MDAs as key players in the policy process, as well as the Prime Ministry and the Ministry of Planning and International Co-operation (MoPIC) which are in charge of developing the **National Evaluation Framework**. The implementation in the selected MDAs will be co-ordinated and agreed with the centre of government considering the wider reform efforts currently underway, and it will ensure to also have an impact on the implementation of policies at local level.

Component 2 targets **Local governance and Accountability**. **In the framework of the current decentralisation process, the programme will support** the Government of Jordan's efforts to increase citizens' participation, and to improve integrity and accountability at sub-national levels to foster an inclusive and sustainable development. This will be done by (i) ensuring that **administrative accountability mechanisms are implemented** at governorate level and by (ii) **implementing participatory planning as a social contract** to hold local authorities, i.e. Municipalities, accountable for the policy implementation.

Component 3 on **Social accountability and empowering civil society** is responding to the spirit of giving voice and participation to citizens and will ensure more effective policy implementation through the involvement of different groups of citizens. The programme will firstly **train youth actors** in an integrity and accountability curriculum, and in providing constructive evidence-based feedback to government actors. Secondly, the programme will work towards a **capacity-building scheme** and standards of accountability for civil society organisations (CSOs) and community-based organisations (CBOs) to significantly improve their professional capacity. Thirdly, it will then **deliver an upgrading of these organisations' capacity** for monitoring policies and programmes primarily at local level. This Component will also complement Component 2 by supporting a participatory approach

³ See National Renaissance Plan 2019-2020, pages 7, 8, 9, 10, 11 respectively.

⁴ Accountability means that one person or authority has to explain and justify its actions and decisions to another (see SIGMA Paper No. 27 on European Principles for Public Administration: [Link](#). Accountability requires that matters to be accountable for are concrete and legally defined and supervision in various forms is exercised to hold the administration accountable.

to decision-making and by establishing **downwards accountability mechanisms** to raise citizens' awareness, involvement, and to provide feedback at sub-national levels. It will aim to prioritise support to CSOs and CBOs working on women's rights or supporting the rights of vulnerable groups. In addition, the link to compliance will be ensured through the introduction of efficient complaint mechanisms and awareness raising among civil society and citizens' at large.

1 CONTEXT ANALYSIS

1.1 Context Description

Jordan was affected by the Arab Spring, which demanded more transparency, integrity and responsiveness from governments in the region. Since 2011 onwards the Government of Jordan has responded to the demands of the population by initiating a series of reforms, which culminated in the revision of the Constitution in 2016. In 2011, Jordan was the first Arab country to join the Open Government Partnership (OGP). In its first Action Plan for 2012-13, one of the three commitments was about increasing public integrity, fighting corruption, improving good governance and promoting greater accountability.⁵ Succeeding Action Plans under the OGP carried relevant commitments on internal control units and monitoring public service delivery (2014), M&E and complaint mechanisms (2016), and strengthening civil society (2016). With these commitments, Jordan has taken decisive steps to respond to the demands of **openness, transparency and accountability** at all levels of government.

Jordan has identified a need to respond to “growing public demand for combating corruption in recent years, to promote and enhance transparency, openness, integrity as well as by “holding to account those who dare to encroach on public funds”.⁶ In 2012, His Majesty the King signed the **Royal Letter on the National Integrity Charter** to introduce the **Executive Plan to Enhance the National Integrity System**⁷. This plan included several pillars, such as: a) improving regulation, b) reforming the public sector, c) strengthening the ability of monitoring agencies to deter and fight corruption; d) instilling principles of good governance within the public and private sectors and civil society institutions, and e) developing a framework that would regulate the collaborative relations between the public and the private sectors⁸.

The current cabinet under the Prime Minister has pledged tangible *reforms with specific reference to integrity and accountability*. The National Renaissance Plan 2019-2020 has spelled out these areas of policy and is targeting them for possible improvements. “Combating corruption and enhancing transparency and integrity” and “Reinforcing the decentralisation approach” are amongst the main elements under Pillar 1: State of Law.

The decentralisation was launched in 2005 when his Majesty King Abdullah II declared "political, economic, social and administrative development is an integrated process and that we should not deal with its elements as independent and separate units. I also deem it essential to expand the base of public participation in this process, which needs the support and efforts

⁵ Open Government Partnership. See [Link](#)

⁶ National Renaissance Plan 2019-2020. Government of Jordan, pg. 15

⁷ Royal Committee to Enhance the National Integrity System (2012). National Integrity Charter – the Executive Plan to Enhance the National Integrity System. Amman, Jordan. See: [Link](#)

⁸ See the MoPIC 2012 National Integrity Charter and Action Plan.

of each and every citizen". This clearly underlines the need to reinforce accountability and improve governance at sub-national levels.

1.2 Policy Framework (Global, EU)

Jordan has long been a key partner of the EU in the region and its crucial role has been underlined through mutual commitments to attain development results. This has been reconfirmed through the **EU-Jordan Partnership Priorities**, the **EU-Jordan Compact** and the **Brussels Conference on the Future of Syria and the Region** in 2017, 2018 and 2019.

In the **Single Support Framework (SSF)** the EU has foreseen a support envelope of EUR 567 to EUR 693 million over the period 2014-2020. With the signature of this document the EU and Jordan as partners acknowledged the ambition of the Kingdom to “address public demand for fighting corruption, favouritism and nepotism” and to respond “to resilience and stabilisation needs of Jordan through a continued focus on good governance and rule of law, enhancing economic development”.

The EU in its external relations has several policy documents with regards to anti-corruption, decentralisation and the role of civil society. The **New European Consensus on Development**⁹ recognises the need to combat corruption, money laundering, tax evasion and avoidance as detrimental to sustainable development and prosperity. It also advocates for “transparency, accountability and decentralisation reforms, where appropriate, **to empower regional and local authorities for better governance and a better development impact and to better address inequalities within countries**” With regard to civil society, the EU institutions endorsed a document in 2012 on *The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations*¹⁰ which gives value to a dynamic, pluralistic and competent civil society and recognises the importance of constructive relations between states and CSOs to build stronger democratic processes and accountability systems and to achieve better development outcomes at all levels. At the same time, the EU seeks to mainstream rights, in particular women rights and rights of disabled people, into its programmes.¹¹

Evidence suggests that women, especially those from vulnerable groups, are more affected by petty corruption when accessing public services. Often the primary caretakers within families, women are **more dependent on public service provision**, which makes them more **vulnerable to extortion** at the point of service delivery.

The chosen approach and key principles proposed under this action support the implementation of the '**Principles of Public Administration**', which were developed by the EU Support to Improvement in Governance and Management (SIGMA – EU/OECD), particularly in the area of strengthening internal financial control (Principle 6 under Public Financial Management)¹² and the quality of work of supreme audit institution (Principle 12

⁹ New European Consensus on Development – ‘Our world, our dignity, our future’. See: [Link](#)

¹⁰ European Commission. Communication on „The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations”. See: [Link](#)

¹¹ The European Commission has a dedicated “Tool-box - A Rights-based approach encompassing all human rights for EU development co-operation”, Available: [Link](#) and EU signed the “UN Convention on the Rights of People with Disabilities” on its opening day for signature on 30 March 2007. As a result, the European Commission makes every effort to support the mainstreaming of rights into its programmes.

¹² OECD SIGMA: Principles of Public Administration. Available: [Link](#)

under External Audit) and to a lesser extent the right of the individual to good administration (Principle 2 under Service Delivery)¹³.

Finally, the EU aims to improve the capacity of public institutions to undertake adequately administrative functions that provide notably **the rationale for budget support in Jordan**. Therefore, to ensure compliance, policy planning and good governance, including at sub-national levels, some of the capacity-building areas explicitly mentioned in the EU's budget support guidelines are 1) domestic accountability¹⁴, 2) strengthening the openness, transparency, and accountability of the budget process, 3) establishing a participatory and inclusive approach to budget support, 4) supporting “national oversight bodies, sub-national authorities and civil society organisations”¹⁵.

1.3 Public Policy Analysis of the partner country/region

A number of efforts, that need to be sustained over a longer-term period, have been made by the Governments of Jordan to install integrity and accountability in public administration, and to fight corruption throughout its society. In 2016, the Anti-Corruption Commission was transformed into the **Jordanian Integrity and Anti-Corruption Commission (JIACC)** by merging it with the Ombudsman Office and Grievances Council. A new Integrity and Anti-Corruption Law was also issued in 2016, and a new strategy, the **National Strategy for Integrity and Anti-Corruption**, is in place for the years 2017-2025. The strategy outlines the responsibilities and functions of JIACC, which include combating and preventing corruption, and engaging with international partners on corruption. This Strategy together with the OGP Action Plans, currently at version four, built the central pillars of the government's strategy in the integrity and accountability areas.

The renewed urgency to tackle integrity and accountability has been re-prioritised in the current cabinet the Government's priorities under the **National Renaissance Plan**¹⁶ for 2019-2020. Decentralisation is also enshrined in the National Renaissance Plan and **any efforts to address accountability and transparency at sub-national levels have to be framed and understood into the legal and administrative context of this process**.

The **National Renaissance Plan** acknowledged that “firmly combating administrative and financial corruption, small and large, would enhance the citizens' trust in state institutions, their compliance with the rule of law and their contribution in protecting public funds.”¹⁷ The Government of Jordan also aims at **enhancing financial and administrative oversight bodies** and to grant them control, immunity and empowerment to fully uphold their duties.

The government will “ensure the accountability of all levels in ministries and institutions in the achievement of the national priorities, indicators and its related measures.”¹⁸ This commitment has recently been translated into the need for **better monitoring and evaluation functions** in sectoral Ministries. The State Minister for Institutional Performance

¹³ Women are also more at risk of being exposed to physical abuse, sexual extortion (sextortion), exploitation, or harassment, which are disproportionately experienced by women. These are forms of corruption that are not always formally recognised as such, and are even less likely to be reported. Unfortunately, this is often fostered by a culture of shaming and victim blaming.

¹⁴ Partner governments being accountable to its citizens and institutions (Parliament, audit and judiciary institutions. See European Commission. Budget Support Guidelines. Tools and Method Series N°7, September 2017. Available: [Link](#), pg. 53

¹⁵ Ibid, pg. 54

¹⁶ Ibid, 15-16

¹⁷ Ibid, pg. 16

¹⁸ Ibid, pg. 10

Development together with the Ministry of Planning and International Co-operation is currently working towards a **National Evaluation Framework** that aims at enhancing the effectiveness of public policies and programmes, e.g. by pointing to the importance to active citizenship, participatory processes and access to information. The action will also introduce equity-focused or gender-responsive evaluations if vulnerabilities are considered of particular importance in the sector.

The issue of **social accountability** is addressed throughout Prime Minister's priorities and one of the main themes enshrined in the Rule of Law pillar of the Renaissance Plan: 1) combating corruption and strengthening transparency and integrity, 2) developing national culture and active citizenship, 3) implementation of results-oriented budgeting, and 4) strengthening decentralisation.

The decentralisation efforts are embedded in his Majesty the King's vision when, in 2005, he stressed **the importance to enable a greater participation at all levels in public sector policy making and implementation**. However, tangible steps to empower local administrations were only taken in 2015, in the framework of "Jordan Vision 2025", the country's 10 years strategy, which seeks to promote decentralisation and advocate for more participation, transparency and accountability. Therefore, the Laws on "Decentralisation" (49) and "Municipalities" (41) were passed in 2015, creating a mainly deconcentrated system with Executive and Governorate Councils. In spite of these reforms, Jordan remains a largely centralised State with two levels of sub-national government, Governorates and Municipalities.

Sustainable Development Goals. – The professed efforts in the integrity and accountability sector directly reflect **SDG 16**, more specifically targets: **16.5** *Substantially reduce corruption and bribery in all their forms*, **16.6** *Develop effective, accountable and transparent institutions at all levels*, and **16.7** *Ensure responsive, inclusive, participatory and representative decision-making at all levels*).

In addition, the programme addresses cross-cutting **SDG 5** (*Achieve gender equality and empower all women and girls*) as well as **SDG 10** and **11** to promote an inclusive and sustainable development of the cities and at communities' level.

1.4 Stakeholder analysis

There are three stakeholder groups related to the three areas of the programme: integrity, accountability and government performance. The main institutional stakeholder of the programme is **JIACC**. As an institution, JIACC builds the centre of the national integrity system; its mandate is broad and all-encompassing in terms of addressing compliance, prevention and enforcement of anti-corruption measures. Next to JIACC's pivotal role, the Audit Bureau is a key institution in the country and therefore its role in ensuring compliance and fighting corruption is paramount. The programme will be a vehicle for JIACC and for the Audit Bureau to gain traction in rolling out the main pillars of the National Integrity System across different government entities/MDAs. The **Ministry of Finance (MoF)** as a key player in setting the policy framework for the public internal control system and running the Central Harmonisation Unit will be consulted to keep abreast with any changes in the field.

The **Prime Ministry** has a key role in enhancing the M&E function as a key to improve performance and deliver the results through newly established delivery units in the ministries. Moreover, a decision to set in place the **National Evaluation Framework** in order to assess the performance of government programmes relies on the Ministry of Planning and

International Co-operation and the Prime Ministry. The Ministry of Planning and International Co-operation also steers and implements the mandate of the Open Government Unit and the horizontal OGP action plan in Jordan. In addition, **MDAs**¹⁹ will be involved in two types of activities: a wider group of MDAs will be targeted to enhance their compliance-related work driven by the control bodies, while only in **two selected ministries** the programme will pilot the integration of M&E work into policy planning, the choice of which will be made by the Prime Ministry and the Ministry of Planning and International Co-operation in consultation with other stakeholders. This element will build largely on the **ongoing reform efforts to improve wider policymaking**, including the current efforts to introduce Regulatory Impact Assessment (RIA).

At the MDA level, JIACC ensured so far the involvement of seven entities that were selected based on corruption risk attached to their operations.²⁰ The **final selection of the entities** responding to the compliance and performance pillar under Component 1 will be made in a *consultative manner* based on an **agreed list of criteria**. JIACC will be the main counterpart on the selection of entities under the *compliance-related activities (Outputs 1.1. and 1.3)* and the Prime Ministry will be supporting the selection process under the *performance part of the programme (Outputs 2.1. and 2.2)*.

Regarding the decentralisation framework and services provision, Jordan remains a **unitary state with a two-tiers system of sub-national government**, each one linked to a Ministry. **The Ministry of Interior (MoI)** oversees the **12 Governorates** headed by a Governor appointed by the King through the Ministry of Interior, who acts, together with the deconcentrated directorates, as an extension of the Central Government.

The Ministry of Local Administrations (MoLA) is mandated to assist municipalities to be local institutions capable to carry out their duties and responsibilities independently. It therefore supervises the **100 municipalities** of Jordan which have the legal personality with financial and administrative autonomy.

The Ministry of Local Administrations chairs also the Board of the **Cities and Villages Development Bank (CVDB)** which is an official public institution. It provides long-term funding to improve service delivery and support projects to local councils as well as technical experience and services.

The Ministry of Planning and International Co-operation plays also a crucial role as it should ensure the coherence of the various plans prepared at local level with the national planning and policies. The Ministry of Planning and International Co-operation is also following up on capabilities building, training and provides technical assistance to local authorities to enable the implementation of development plans and needs assessment at the governorates' and municipalities' level. Since the financial dimension is crucial for development planning, the **Ministry of Finance** is also a key stakeholder.

All these stakeholders regularly meet through an **inter-ministerial technical committee** that ensures a coherent approach in term of decentralisation and co-ordination of donors' support. In addition, the **Inter-ministerial Committee on Women's Empowerment** and the

¹⁹ Ministries, Department and Agencies.

²⁰ These entities were: *Jordan Investment Commission, Customs Department, Department of Land and Survey, Income and Sales Tax Department, Greater Amman Municipality, Aqaba Special Economic Zone Authority, and Ministry of Youth.*

Jordanian National Council for Women will be consulted with and engaged to foster gender equality throughout the activities.

From the perspective of whole-of-society engagement, **Civil Society Organisations (CSOs)** and **Community-Based Organisations (CBOs)** constitute the backbone of enhanced civic participation. However, their interests are not properly matched by their capacities and resources. In addition, reaching out to and winning over the youth under this programme on accountability will enhance the sustainability of the action. Support to CBOs as partners in local authority development will be a key to community-based public engagement along with **youth, which is** the largest age group in the country. This work could build on existing initiatives such as the “Universities against Corruption”, “Transparency Knights” and “My School My Integrity” initiatives delivered by Transparency Jordan in collaboration with JIACC, the Ministry of Education and other government entities.

Lastly, Jordanian citizens are the **final beneficiaries** and will be involved throughout the implementation. The programme will in particular address final beneficiaries in disadvantaged and vulnerable groups and will systematically respond to gender mainstreaming.²¹

1.5 Problem analysis/priority areas for support

The integrity and accountability programme seeks to address four sets of problems.

First, there is a need to improve the effectiveness of combating corruption in the entire society and enhancing accountability within the state administration. This requires **strengthening the capacity of key control bodies** to address the risks and suspicions of corruption and other forms of financial non-compliance in the state administration, but also raising awareness and educating the society at large, especially the **youth** along with improving the **ethics of civil servants**.

Second, the other aspect of good governance that requires tackling by this programme is **enhancement of policy effectiveness** at national and local levels and thus accountability through more participatory and better-informed decision-making, most notably through the use of M&E results as well as enhanced stakeholder participation in sector planning. This, in turn, requires that different sector planning initiatives will be better co-ordinated.

Third, at sub-national levels, given the limits of the decentralisation experience, it is crucial to **enhance the responsibility and accountability lines** at governorate level. Furthermore, there is a pressing need to **improve the efficiency and effectiveness of policy making, policy implementation and the use of M&E tools** so that the authorities can be held accountable by their constituencies. To do so, a strong focus should be put on **capacity building and resources management and allocation** to policy implementation.

Fourth, the lack of a systematic framework to ensure strong internal governance standards within the CSOs and CBOs undermines their legitimacy when it comes to their role in societal oversight at the national or local level. Their weakness in applying a coherent governance framework, and their lack of capacity in a number of areas limits CSOs and CBOs to step up as legitimate actors in holding the government accountable. The OECD indicates that “CSOs should (i) have **appropriate governance structures**, (ii) adopt **high professional and ethical**

²¹ The European Commission has a dedicated “Tool-box - A Rights-based approach encompassing all human rights for EU development co-operation”, Available: [Link](#) and EU signed the “UN Convention on the Rights of People with Disabilities” on its opening day for signature on 30 March 2007. As a result, the European Commission makes every effort to support the mainstreaming of rights into its programmes.

standards for staff members and management and (ii) develop **transparent accountability and reporting systems** both towards donors and the communities they are serving.”²² At the same, time CSOs also face a **challenging enabling environment** and often lack **financial sustainability**. Therefore, improving the accountability, integrity and capacity of CSOs and CBOs will also **create space for the government to address such challenges**.

2 RISKS AND ASSUMPTIONS

Risks	Risk level	Mitigating measures
Lack of willingness from the different institutions to engage together, or to engage on gender-quality issues	M-H	Regular meetings will be held with relevant counterparts and the Minister in charge of co-ordination will be involved.
Legal and institutional framework instable or not predictable.	M	Legal changes might happen but the programme is designed in a way to be able to adjust and target institutional mechanisms and processes. The programme allows regular policy dialogue.
The Government of Jordan and key counterparts do not approve the Accountability Review’s (AR) recommendations in the area of National Integrity System in a timely manner.	M	The European Union delegation in Jordan (EUD) and OECD establish a firm timeframe and maintain a regular dialogue regarding the time schedule. Activities based on already taken decisions of the Government of Jordan will be prioritised instead.
Relevant MDAs may not have the qualified staff and other resources needed to implement the recommendations of the AR.	M-H	The Government of Jordan ensures the availability of resources necessary to implement the AR priority recommendations. Donors will be invited to contribute in the areas where resources cannot be secured otherwise.
MDAs do not commit to and / or practice evidence-based, participatory, results-oriented policy making.	M-H	EUD and implementers maintain dialogue with the Institutional Performance Development Unit (IPDU) at the PMO to be directly in charge of guiding and monitoring MDAs to ensure their co-operation and commitment. Only those ministries will be selected where there is strong appetite for this kind of policymaking.
CSOs/CBOs are not present and/or show limited willingness to participate in the proposed activities	M	Implementers and stakeholders conduct extensive information outreach to CSOs/CBOs regarding the benefits.
Civil society actors cannot access policy documents, budgets and related information needed for policy dialogue and monitoring.	M-H	CSOs engage in advocacy to obtain information under the freedom of access to information law.
<p>Other than more particular assumptions at the operational level, the following key assumptions are made for the entirety of the proposed programming in its two main outcomes:</p> <ol style="list-style-type: none"> 1. There is genuine political will by the Government of Jordan to define and enforce integrity and accountability across all the MDAs. 2. There is genuine political will by the Government of Jordan to improve performance-based policy-making, supported by the M&E practices, across all the MDAs. 3. Civil society is willing to improve their own internal governance shortcomings and pass towards collective action (networking, thematic alliances, unions, platforms, etc.). 4. There is a sufficient number of civil society organisations with the mandate, reasonable amount of 		

²² See OECD (2013) Civil Society Empowerment. CleanGovBiz – Integrity in practice. Draft Version April 2013. Available: [Link](#). [Accessed: 11 November 2019], page 7.

resources and capacity to provide feedback at different levels of government.

6. The legal and institutional framework is not modified to an extent that jeopardises governance at local levels.

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

In line with the EU's understanding of corruption as a complex issue that can only be confronted by addressing good governance and "building effective, accountable and inclusive institutions at all levels" (SDG 16), most programmes have now shifted towards **embedding anti-corruption policies into public administration reform** instead of addressing particular risk-prone sectors. In practice, this means that there is a culture of integrity and accountability embedded in the civil service, both based on personal ethical values of civil servants, and on reinforced procedures and controls.

In Jordan, the EU Delegation has gained a number of valuable experiences through a twinning project in the Anti-Corruption Commission during institutions' early development and another twinning in the Audit Bureau around the years 2013 to 2015. The EU has also supported public administration reform programmes and had regular contact for an extended period through the **OECD SIGMA team** with the Audit Bureau and recurring **SIGMA country programmes**. The team has also supported the PMO in developing a **Sector Strategy Toolkit** that provides the core standards for sector strategy development. Currently, the EU implements a programme in support of the Prime Minister's State Minister for Institutional Performance Development. The lessons learnt from these activities were in particular that: 1) **isolated projects** in various policy sectors have not improved the policy process to become well-co-ordinated and evidence-based, 2) a **degree of flexibility** in terms of counterparts and final beneficiaries was necessary to achieve effectiveness during implementation.

Therefore, adaptations to the programme during implementation should be expected and are normal in implementing public administration reform projects in Jordan.

The **Public Administration TA**²³ project, for example, focused on improving service delivery and applied a relatively flexible and demand-driven approach in its activities. **M&ETA Jordan**²⁴ has introduced performance-based management in Ministries through the introduction of key performance indicators (KPIs) and adopted a similar demand-driven approach in its second phase where it has focused on developing action plans for particular Ministries to ensure the implementation of the Prime Minister's priorities. The **Public Finance Management TA**²⁵ stressed the importance of good relationships between the project and the partner institutions' leadership. It became clear that benchmarking Jordan's practices against international practices proved an effective way to identify and prioritise reform initiatives.

In the area of local governance, experience from the **Decentralisation and Local Development Support Programme (DLDSP - ending June 2020)** and the projects implemented through the MADAD Trust Fund, provide the following lessons:

²³ Support to public sector reform for delivery of faster services to citizens - ENI/2015/365-483.

²⁴ Technical Assistance for the Monitoring and Evaluation System in the Office of the Prime Minister Delivery Unit (PMDU) and in the Minister of Planning and International Co-operation (MoPIC) - ENI/2016/382-503.

²⁵ Technical assistance for public financial management reforms – ENI/2016/373-536.

- 1) It appears necessary to address all the Ministries involved in the decentralisation process to ensure multi-level governance and appropriate anchorage for operational mechanisms.
- 2) Clustering of interventions has sometimes led to inefficiencies during implementation. It is therefore important to actively involve the central authorities, and in particular the Ministry of Planning and International Co-operation, which will ensure the overall supervision.
- 3) The lack of comprehensiveness of donor interventions questions their sustainability and undermines synergies. That they fail to gain from the potential of local actors as actors and facilitators of socio-economic development processes.
- 4) A more comprehensive and structured approach emerging from the full involvement of the civil society through adequate consultation processes has to be privileged to allow evidence-based policy-making and restore downwards accountability.
- 5) A proper information system (the Tanmiah database currently being developed) is key to provide critical information for evidence-based policy making as well as to ensure upwards and downwards accountability.

3.2 Complementarity, synergy and donor co-ordination

The proposed programme is complementary with actions by EU member states, notably **Germany** through the Federal Foreign Office's *Transformation Partnership*, under which Transparency International operates a regional project covering Jordan. Projects may run out at the time the proposed EU programme becomes operational. **Germany** has also supported TI Rasheed to roll out curricula on integrity and accountability in Yarmouk University and the organisation received a request from 8 more universities to run similar programmes in their institution.

In resource-management focused areas (water, energy), both **Germany** (GIZ) and **France** (AFD) are involved in sector planning issues. Spain through AECID has a track record of working with CBOs and CSOs. The **UK (DfID/FCO)** is in the process of conducting a scoping study on accountability but focuses on financial accountability, tax management and revenue collection. The **Canadian Embassy** is considering a PFM intervention in the education sector.

The **OECD**, via the **MENA Transition Fund**, has strengthened the capacities of public officials and CSOs to engage in policy development and monitoring through open government initiatives, as well as promoted stakeholder participation at the local level. The OECD has also worked with the Government of Jordan on improving the consultation and communication of open government reforms, implemented in partnership with **Germany**. **OECD SIGMA** launched a project in the area of **RIA and policy development** with the aim to strengthen the tools, methods and framework in this area.

USAID has implemented under its *Rule of Law Program* several activities providing institutional support to JIACC. Under its *Monitoring and Evaluation Support Program (MESP)* it has invested in government performance monitoring, using it as a proxy to address issues of integrity. The MESP has also led to the graduation of a critical mass of young M&E experts that have already found their way into various institutions and organisations in the Kingdom.

JIACC will also benefit from a complementary twinning project indicatively for the period of October 2020-June 2022.²⁶ Activities to be undertaken by the twinning team should enhance the capacity of JIACC in carefully selected areas as well as bring greater clarity about the capacity gaps of the MDAs. A major difference between the two actions is that while the twinning is more inward looking towards the systems and practices of JIACC, this programme will have a change to help the JIACC to work with the MDAs on their capacity building.

The EU member states are also present at sub-national levels, **GiZ** in Municipal Waste Management; the **UK** in Municipal Services and Social Resilience; the **Netherlands** in the water and agriculture sector, rural development and building local capacities for improved governance; **Sweden** is very active to empower women at local level but also in green energy and water management; **AECID** is working with local administration at all levels and will expand its support through the second phase of the current Qudra programme funded by the EU under the MADAD Trust Fund²⁷; the **Italian Co-operation** provides support to the municipalities affected by the influx of Syrian refugees and operates in the WASH sector; **France** supports financial and fiscal decentralisation and strengthens municipal financial sustainability and accounting.

The mapping exercise regarding donors' involvement in the decentralisation process and local development conducted in 2017 is currently being updated. It shows a clear gap in the support to specific fields: Policy, Legislation and Regulation, Institutional and Organisational Structures and Local Public Finance. These areas are essential in the perspective of reinforcing accountability mechanisms and fostering a local development process.

The EU is engaged with the **Spanish Co-operation** as leading partner, in joint programming in the field of decentralisation. The Joint Analysis was finalised in July 2019 and provides grounds for a continuous support at local level and synergies with various donors.

4 DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

Overall objective (expected impact): Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens' needs.

Specific objectives (expected outcomes):

- **SO1:** The integrity and accountability environment is enhanced through the strengthening of practices and institutions
- **SO2:** The policy planning system is improved based on linking it to public consultation, monitoring & evaluation and analysis at the sectoral level
- **SO3:** Local Governance is enhanced through improved accountability and effective and efficient policy making and implementation

²⁶ The twinning project will be launched prior to the implementation of the programme under the already existing decision "ENI/2017/040-561 (EC) – Measures Supporting the Implementation of the Partnership Priorities in Jordan".

²⁷ EU Trust Fund Syria project „Strengthening Resilience of refugee hosting countries in the Syrian Crisis (Qudra)“ – implemented by GIZ.

- **SO4:** The capacity and internal governance of CSOs and CBOs are strengthened and enable them to hold the government accountable

Expected outputs and main activities. The activities will indicatively encompass the following:

Component 1: Compliance and Performance

SO1: The integrity and accountability environment is enhanced through the strengthening of practices and institutions

1.1 Improved core integrity and accountability practices of administrative authorities

1. Carrying out a review and agreeing on the action plan for implementation of prioritised recommendations.
2. Implementation support, advice and training in the priority areas.
3. Developing further the institutional setup in the NIS area (addressing aspects of the control environment) and implementing change.

1.2 Targeted actions for the operation of JIACC as the central institution of the NIS are implemented

1. Strengthening the asset recovery instruments and management of frozen or suspended assets.
2. Developing human resource management policies and practices to support the implementation of the current JIACC strategy and ensuring measurement of performance through KPIs.
3. Development and implementation of integrity policy tools for target groups.
4. Assistance to the creation and measuring impact of awareness campaigns for specified target groups.
5. Establishment of integrity as a one of King Abdallah II Award of Excellence categories.
6. Preparation of new Anti-Corruption Strategy and developing corresponding KPIs.

1.3 Risk management practices are embedded and implemented in JIACC, the Audit Bureau and the selected MDAs

1. Supporting JIACC to roll out trainings on risk management to MDAs.
2. Implementing a risk assessment for a minimum of 4 government entities.
3. Supporting the Audit Bureau in risk assessment-based auditing.

SO2: The policy planning system is improved based on linking it to public consultation, monitoring & evaluation and analysis at the sectoral level

2.1 Sector planning, and monitoring & evaluation are enhanced as well as linkages between them for the two ministries are established

1. Carrying out a review, agreeing on the MDAs to be included in the action plan and selecting recommendation for implementation.
2. Advice and capacity building to two ministries among the MDAs with the view of improving their sector planning, analysis and consultation with citizens and civil society throughout the policy cycle.

3. State-civil society dialogues on sector governance are implemented under the Open Government Partnership.

2.2 Policy or program evaluations are produced and communities of practice are established

1. Strengthening two ministries' analytical capacity to conduct and commission evaluation studies (incl. gender-responsive evaluations) and present the results to various target audiences, including active involvement of civil society organisations.
2. Carrying out at least one evaluation study for each of the two ministries and feeding the information gained into the policy review processes as well as ensuring the implementation of recommendations.
3. Creating communities of practice on the application of M&E approaches benefiting a wider group of stakeholders including relevant staff from different MDAs.²⁸

Component 2: Local Governance and Accountability

SO3: Local Governance is enhanced through improved accountability and effective and efficient policy making and implementation

3.1 Accountability mechanisms and communication lines are implemented and clearly put in place at all institutional and administrative levels of the development processes to ensure coherence and impact.

1. Revision and enhancement of the legal and regulatory framework of decentralisation concerning authority and accountability lines at governorate and municipal levels.
2. Strengthen the elected councils by providing them technical support and training.
3. Develop manuals and templates to allow deconcentrated services to report to the elected and executive councils.

3.2 The policy making and planning is linked to the financial planning and funding opportunities.

1. Support the development of methodologies, manuals and templates for the drafting of integrated spatial plans with the active participation of the citizens.
2. Update and improve the legal and regulatory framework for drafting capital investment plans and support municipalities in drafting them.
3. Design and promote improvements to the fiscal decentralisation system and promote full disclosure of governorate and municipal budgets.
4. Support the gender responsive budgeting approach.
5. Revise, update and propose modifications to current procedures and manuals to find ways to improve revenue collection and develop strategies at municipal level.

3.3 Development plans are carried out to improve service delivery and development opportunities to respect the social contract.

1. Support the process of SDGs localisation to advance on their implementation at local level.²⁹

²⁸ This activity will consider introducing also equity-focused, culturally responsive or gender-responsive evaluations to relevant stakeholders in the country in order to give them a wide spectrum of relevant evaluation approaches to apply to their sectors.

2. Develop strategies and capacity building for lagging behind municipalities and governorates to improve their planning, implementation and monitoring capacities and to access international co-operation resources and CVDB credits to improve their indicators.
3. Develop a "localised SDGs monitoring system" to track the progress on the achievement of the SDGs.
4. Provide technical support for the monitoring and evaluating of the implementation of the development plans.

At sub-national levels, activities will be implemented in the three Governorates and Municipalities targeted by the DLDSP to ensure continuity and expanded tentatively to three other Governorates based on criteria that will be discussed with the authorities taking into account in particular the geographical territorial balance, the socio-economic situation, the authorities' capacity and ownership, the complementarity with previous and/or on-going initiatives.

Component 3: Social Accountability

SO4: The capacity and internal governance of CSOs and CBOs are strengthened and enable them to hold the government accountable

4.1 Social accountability is enhanced based on the establishment of a capacity-building scheme and standards of accountability addressing CSOs and CBOs

1. Capacity assessment of CSOs and CBOs using already existing studies by various stakeholders and conducting additional research in Jordan.
2. Establishing and agreeing on standards of capacity, integrity and internal governance based on the capacity assessments, and fostering an agreement among CSOs/CBOs³⁰.
3. Setting up a capacity-building scheme and pilot modules on the standards agreed among CSOs and CBOs.
4. Presenting the results and engaging stakeholders³¹ in discussions about the usefulness of the scheme.
5. Working with government counterparts on the legal framework to reward CSOs and CBOs.

4.2 Enhanced social accountability targeting CSOs, CBOs and youth through their ability to feed information into policy-making processes

1. Developing and delivering instruments such as social audits, community scorecards, citizen's report cards and third-party monitoring with CSOs, CBOs and youth to feed information into policy-making processes.
2. Supporting selected organisations in their policy work, and organising exchanges of experiences.
3. Identifying youth integrity champions and providing support to them to run social audits, community scorecards, community-based monitoring and other types of monitoring.
4. Providing a platform for State-Civil Society Dialogue.³²

²⁹ Localising SDGs focuses on the field delivery of the SDGs to improve their implementation at local level. Collaboration between authorities and all component of the civil society should allow to find solution, to unlock bottlenecks, to implement strategies to advance on SDGs at local level, reducing poverty and reinforcing the social contract..

³⁰ *Areas likely to be covered:* 1) project management and delivery, 2) financial management, 3) internal governance and strategic planning, 4) communication and outreach, and 5) human resource management. The agreement among CSOs and CBOs should ideally come in form of a Good Code of Conduct agreed among key organisations and networks.

³¹ This would mainly include providers of capacity-building for civil society organisations to achieve a level of harmonisation.

4.3 A participatory approach is tackled at all levels of the development processes to allow transparency and accountability towards citizens

1. Draft manuals, procedures and templates to enhance consultations with civil society in the drafting of development plans and in deciding on priority projects and implement the related training.
2. Develop manuals and procedures for undertaking “gender-responsive budgeting” processes in municipalities and put in place on-the-job trainings.
3. Develop manuals, training materials and templates to organise public hearings and social accountability sessions, conduct and follow up.
4. Conduct annual surveys in six governorates to identify citizens' concerns regarding public issues.

4.2 Intervention Logic

The Government of Jordan is committed to improve its performance, to address the risk of corruption and to improve accountability and transparency. Such commitment and the continuous involvement of all institutional levels as well as of the civil society are key to achieve this objective.

Compliance-based accountability refers to adherence to rules, regulations and procedures that allow accomplishing integrity. Therefore, this will be tackled at central level targeting the control agencies (JIACC and Audit Bureau), and their central role in this area, through a review of integrity and accountability as a starting point to put in place an action plan and capacity building activities. **At all times, the programme will put JIACC front and centre of its actions and will enable the Commission to have impact on MDAs.** It will address its linkages with other institutions such as the Audit Bureau and MDAs, and its pivotal role in implementing the National Integrity System with a view to improving its law enforcement role (e.g. investigative capacity), the prevention of corruption, and compliance of public institutions with established procedures. The **Audit Bureau**, as the other control agency at the centre of the national integrity system, will benefit from support to risk assessment based auditing.

The **strengthening of upwards accountability** (compliance with the roles devolved, delegated or deconcentrated) **is essential at sub-national levels** as well since each level of authorities reports to the level above. It is therefore essential that **the lines of responsibilities and accountability between levels are clearly defined and the reporting mechanisms clearly set** to ensure transparency.

In parallel, the need to demonstrate visible results of government action to the society and to ensure more inclusiveness of policies leads to concentrate as well on **policy-outcome accountability**. This relies on the ability 1) to effectively and efficiently define, implement and monitor policies; 2) to evaluate the results against the objectives and co-ordinate between different interventions, and 3) to make sure the reiterative policy planning takes the evidence thus created into account. Therefore, at the central level, the programme **will closely align with the current M&ETA Jordan activities and create two good pilots amongst MDAs.** At sub-national levels, it will focus on **improving the decision making process, ensuring that development planning is connected to budget planning and enhancing policy implementation with a focus on the localisation of SDGs** to ensure overall impact,

³² This activity can benefit from experiences under the Universal Periodic Review on the human rights situation in Jordan, and ongoing engagement and participation opportunities via the networks and committees formed by the Open Government Partnership and MoPIC's Open Government Co-ordination Unit.

inclusiveness and sustainability. Particular attention will be paid to ensure that the participatory approach is implemented at each step of the process to guarantee that the social contract is respected.

Finally a cross-cutting dimension of the programme is **the social accountability** that needs to be tackled at all levels of the society. On one hand, citizens' involvement is crucial to **formulate and undertake adequate actions** at local level that will directly benefit the people. It is therefore necessary to build a culture of transparency, understanding, trust and accountability able to generate participation. On the other hand, there is a need **to upgrade the capacities and internal governance of CSOs and CBOs**, while ensuring their role in holding all levels of government accountable to the society. To achieve these changes, the programme proposes 1) to undertake a **training on a curriculum of integrity and accountability to youth actors** as well as a **capacity-building scheme** for CSOs and CBOs; 2) to set up setting **consultative platforms**, in selected Governorates and Municipalities, and put in place external communication and accountability mechanisms to raise citizens' awareness, involvement, and provide feedback; 3) to introduce **accountability mechanisms** such as Community Score Cards, Citizen Report Cards and complaint mechanisms to help local government entities to receive appropriate feedback on the relevance of their activities to the citizens they serve.

4.3 Mainstreaming

The proposed programme is by definition crosscutting. All components have a **clear gender dimension**, which will need to be taken into account both in the analysis and implementation phases of the programme. Component 2 but also component 3 emphasises the importance of empowering societal actors, which will result in the coverage of **under-represented, marginalised or disadvantaged groups** (young people, women, people with disabilities, refugees), thus serving a multidimensional mainstreaming. It will also contribute to the promotion of equality and non-discrimination.

Selecting CSOs and CBOs so as to give preference to **under-represented groups** to participate in capacity-raising activities will operationalise the application of these principles.

Gender equality will be observed throughout the programme's capacity enhancement activities.

4.4 Contribution to Sustainable Development Goals (SDGs)

This intervention is of relevance to the 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of **SDG 16** with its focus on *integrity, accountability, and inclusiveness* as well as to **SDG 5** *Achieve gender equality and empower all women and girls*. This intervention contributes as well to **SGD 10** with an aim to reduce inequalities and contribute to an inclusive and sustainable development, and **SGD 11** to promote this inclusiveness and sustainability at cities and at communities' level.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with Jordan.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in Section 4 will be carried out and the corresponding contracts and agreements implemented, is **60 months** from the date of entry into force of the financing agreement.

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

5.3 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 measures³³.

5.3.1 *Indirect management with an entrusted entity*

A part of this action may be implemented in indirect management with OECD. This implementation entails all the activities under Component 1, specifically the analytical work and the subsequent technical assistance to implement the recommendations of the Review.

The envisaged entity has been selected using the following criteria: high level of experience in regard to designing and implementing effective strategies, evidence-based policies and open government reforms accompanied with thorough familiarity with the MENA region. It should display a neutral position as advisory to governments in the region and to be able to professionally cover the chain from diagnosis of the current situation to the provision and management of tailor-made TA contracts. It should have a track record of accomplishment in Jordan.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria.

If the parallel negotiations with the entrusted entity foreseen in 5.3.1 relating the framework agreement have not been finalized at the moment of planned signature, the programme may be implemented under direct management with OECD in accordance with section 5.3.4.1.1.

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 5.3.4.

5.3.2 *Indirect management with an entrusted entity*

A part of this action may be implemented in indirect management with UNDP. This implementation entails all activities under Component 2.

The envisaged entity has been selected using the following criteria:

- Its experience of the Jordanian context in the specific area of integrated development planning, financing, capacity building, support to the regulatory framework. The level of results achieved and the possibility to be consolidated and scaled up will be a key element;

³³ 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.

- The active involvement of the entity at both central and sub-national levels;
- The institutional network and trust established by the entity with key stakeholders, in particular the Ministry of Interior, The Ministry of Local Administrations, The Ministry of Finance, the Department of Statistics;
- The involvement in localisation of SDGs.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria.

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 5.3.4.

Exception to the non-retroactivity of costs:

The Commission authorises that the costs incurred may be recognised as eligible as of 20/06/2020 because of the objective to ensure continuity with the current on-going programme "Decentralisation and Local Development Support Programme". The following aspects are particularly crucial for a successful and efficient implementation of the programme:

- In the very specific context of Jordan, the team currently deployed has developed a deep knowledge of the sector and built strong and trustworthy relations with the authorities both at central and local levels, it is therefore essential that the team remains in place and operational to ensure continuity in the activities implementation;
- The new activities have been thought to reinforce and maximise the impact of the past activities as well as to ensure the continuity and deepen the support provided to cover the gaps identified and expand (both technically and geographically) it in order to tackle local governance in a comprehensive way.
- The COVID19 pandemic has also brought to the light some specific weaknesses, but also opportunities, of governance mechanisms at sub-national levels that the programme could address in its current scope and activities framework. Using the momentum of the post-COVID 19 response would reinforce the benefits and results of the current programme.

5.3.3 Indirect management with an entrusted entity

A part of this action may be implemented in indirect management with AECID. This implementation entails carrying out activities under Component 3, specifically in relation to outputs 4.1 "Enhancing social accountability targeting CSOs, CBOs and youth", 4.2 "Societal co-operation initiatives with local authorities involving CBOs, youth and CSOs launched" and 4.3 "The participatory approach is put in place at all levels of the development processes to allow communication and accountability".

The envisaged entity has been selected using the following criteria: proven track record in setting up similar schemes among CSOs and CBOs in other countries in the Middle East, supporting it with a comprehensive programme of capacity building and other support.

The envisaged entity has expressed its intention to contribute to the co-financing of the programme with an estimated contribution ranging between EUR 1 million and EUR 2.5 million. This is reflected in the budget table.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria.

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 5.3.4.

5.3.4 Changes from indirect to direct management mode due to exceptional circumstances

If, due to circumstances outside the Commission's control, the negotiations with one or more of the foreseen entrusted entities indicated in 5.3.1, 5.3.2 and 5.3.3 fail, the related components will be implemented in direct management through grants (Outputs 1.2 & 1.3 of Component 1 and Component 3) and through procurement as below.

5.3.4.1 Grants

5.3.4.1.1

(a) Purpose of the grant(s)

If the parallel negotiations with the entrusted entity foreseen in 5.3.1 relating the framework agreement have not been finalized at the moment of planned signature, the programme may be implemented under direct management with OECD.

(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 OECD. The recourse to an award of a grant without a call for proposals is justified because of the criteria set out in 5.3.1

5.3.4.1.2

(a) Purpose of the grant(s)

If negotiations with the entrusted entity foreseen in 5.3.1 to implement **Component 1** in indirect management fail, the part of the programme that relates to output 1.2 and 1.3 will be implemented through two Twinning grants in direct management with at least two EU Member States administrations, in line with the diverse dimensions (compliance and performance) under this Component. The nature of the programme would justify its implementation by public bodies in co-operation, for its effectiveness, with two different government entities.

(b) Type of applicants targeted

Public administrations and accepted mandated bodies of Member States.

5.3.4.1.3

(a) Purpose of the grant(s)

If negotiations with the entrusted entity foreseen in 5.3.3 to implement **Component 3** in indirect management fail, the part of the programme that relates to SO4 will be implemented through Grants.

(b) Type of applicants targeted

Non for profit entities, with a public mandate or belonging to the civil society, including non-governmental non-profit organisations, community-based organisations and private sector non-profit agencies, institutions and organisations and networks thereof at local, national, regional and international level.

5.3.4.2 Procurement

If negotiations with the entrusted entity foreseen to implement Component 1 in indirect management fail, the part of the programme that relates to the Output 1.1 (diagnosis) and SO2 will be implemented in direct management through procurement.

If negotiations with the entrusted entity foreseen to implement Component 2 in indirect management fail, the part of the programme that relates to the Outputs under SO3 will be implemented in direct management through procurement.

5.4 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.

5.5 Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution
Component 1: Compliance and Performance	6 800 000	N/A
SO1: The integrity and accountability environment is enhanced through the strengthening of practices and institutions Indirect management (cf. section 5.3.3)	3 800 000	N/A

	EU contribution (amount in EUR)	Indicative third party contribution
SO2: The policy planning system is improved based on linking it to public consultation, monitoring & evaluation and analysis at the sectoral level Indirect management (cf. section 5.3.3)	3 000 000	N/A
Component 2: Local Governance and Accountability	5 000 000	N/A
SO3: Local Governance is enhanced through improved accountability and effective and efficient policy making and implementation Indirect management (cf. section 5.3.3)	5 000 000	N/A
Component 3: Social Accountability	2 500 000	1 000 000 to 2 500 000
SO4: The capacity and internal governance of CSOs and CBOs are strengthened and enable them to hold the government accountable Indirect management (cf. section 5.3.3)	2 500 000	1 000 000
Monitoring of results (cf. section 5.7)	100 000	N/A
Evaluation (cf. section 5.8) Audit/ Expenditure verification (cf. section 5.9)	300 000	N/A
Communication and visibility (cf. section 5.10)	300 000	N/A
Contingencies	0	N/A
Total	15 000 000	1 000 000 to 2 500 000

5.6 Organisational set-up and responsibilities

The programme will be governed by a **Joint Steering Committee** covering all three components that will meet minimum twice per year.

In this context, and to ensure the active participation of all stakeholders, all activities related to Compliance and Performance (Component1) and Social Accountability (Component3) will have their own **Technical Working Group (TWG) headed by JIACC**. In addition, the reinforcement of the decentralisation (Component2) will be co-ordinated and monitored through a **TWG which shall be formed by the Ministry of Planning and International Co-operation**. This technical committee will comprise the Ministry of Interior, the Ministry of

Local Administrations, main beneficiaries of the component 2 having mandate respectively over the Governorates and the Municipalities. The Ministry of Finance will also be part of both committees as key stakeholder and counterpart for the budgeting part.

The **active involvement of MoPIC** will ensure a coherent approach in terms of implementation and co-ordination of donors support.

The TWGs will be used primarily to organise and co-ordinate the activities of the project. They will be comprised of relevant stakeholders for each of the Components and will inform the members of the steering committee on relevant developments. This includes also the strategic involvement of civil society actors in the TWGs.

5.7 Performance and Results monitoring and reporting

An **inception phase** will be foreseen to establish an overarching monitoring framework for the action and conduct a baseline review of the indicators. This monitoring framework will be used throughout the implementation of the action and subsequent monitoring missions may be foreseen to report on performance and results monitoring; besides the evaluations mentioned under 5.8.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partners' responsibilities. To this aim, the implementing partners 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 results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the log frame matrix (for project modality) or the partner's strategy, policy or reform action plan list (for budget support).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

Reports shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final reports, narrative and financial, will cover the entire period of the action implementation.

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).

5.8 Evaluation

Having regard to the importance of the action, a mid-term and ex-post evaluation(s) will be carried out for this action or its components via independent consultants contracted by the Commission.

- The mid-term evaluation will be carried out for problem solving and learning purposes.
- The ex-post evaluation might be carried out for learning purposes at various levels (including for policy revision), and to establish lessons learnt and best practices that occurred during implementation.

The Commission shall inform the implementing partner at least 6 months in advance of the dates foreseen for the evaluation 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. 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.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, based on a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements. It is foreseen that audit services may be contracted under a framework contract.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures that shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

It is foreseen that a contract for communication and visibility may be contracted under a framework contract.

6 PRE-CONDITIONS

N/A

7 APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (incl. reference year)	Sources of data	Assumptions
Impact (Overall Objective)	Public integrity and accountability in Jordan are improved, contributing to better public sector performance and responsiveness to citizens' needs.	Corruption Perceptions Index https://www.transparency.org/cpi2018 **Rule of Law Score** http://info.worldbank.org/governance/wgi/index.aspx#reports **Government Effectiveness Score**	Corruption Perceptions Index 2018: Jordan ranks 58 out of 100 countries **Rule of Law Index** : Score: 0.23 in 2018 **Government Effectiveness Score** : 0.11 in 2018	Improve Jordan's ranking in the Corruption Perceptions Index Demonstrated trend of improvement of Jordan's ranking in the Rule of Law Index Demonstrated positive trend	Corruption Perceptions Index https://www.transparency.org/cpi2018 **Rule of Law Score** , World Bank **Government Effectiveness Score** , World Bank	<i>Not applicable</i>
Outcome I (Specific Objective) Component 1: Compliance	SO1: The integrity and accountability environment is enhanced through the strengthening of practices and institutions	Control of Corruption Number of MDAs having developed, adopted and applied their administrative instructions Number of recommendations adopted by the government following the AR Number of recommendations implemented following the adoption of the AR	Control of Corruption: 0.15 in 2018 Baseline: 0 Baseline: 0% in the compliance part Baseline: 0% in the compliance	Demonstrated positive trend Target: 8 Target: 90% in the compliance part Target: 50% in the compliance	Control of Corruption**, World Bank Annual project reports Annual project reports Annual project	JIACC's role in steering the Component is accepted by other entities Government entities have sufficiently engaged in programme activities and

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (incl. reference year)	Sources of data	Assumptions
			part	part	reports	are adapting their administrative instructions.
Outputs	1.1 Improved core integrity and accountability practices of administrative authorities	AR and Action plan to implement the prioritised recommendations developed, costed and agreed with the targeted MDAs, JIACC and the Audit Bureau. Rate of implemented activities in the action plan reported to the Steering Group Number of trained civil servants disaggregated by sex and by training areas Number of organisational units/functions supported	Baseline: 0 Baseline: 0% Baseline: 0 Baseline: 0	Target: 1 Target: 95% To be determined later To be determined later	Annual Project Reports Annual Project Reports Annual Project Reports Annual Project Reports	JIACC taking the responsibility for providing access to relevant stakeholders
	1.2. Targeted actions for the operation of JIACC as the central institution of the NIS are implemented	Rate of implemented activities in the action plan reported to the Steering Group Number of trained civil servants disaggregated by sex and by training areas Number of organisational units/functions supported	Baseline: 0% Baseline: 0 Baseline: 0	Target: 95% To be determined later To be determined later	Steering Committee Minutes Annual Project Reports Annual Project reports	The selection of entities to be supported has been agreed between the government, the implementer and the EUD.
	1.3 Risk management practices are embedded and implemented in JIACC, the Audit Bureau and the selected MDAs	Set of recommendations on risk assessment produced and agreed with the targeted MDAs Risk assessment tools introduced and implemented in targeted MDAs Number of risk assessment tools trained on	Baseline: 0 Baseline: 0 Baseline: 0	To be determined later To be determined later To be	Annual Project Reports Annual Project reports Annual Project	MDAs show sufficient interest and buy-in for the action

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (incl. reference year)	Sources of data	Assumptions
		and implemented in targeted MDAs		determined later	reports	
Outcome II (Specific Objective 2) Component 1: Performance	SO2: The policy planning system is improved based on linking it to public consultation, monitoring & evaluation and analysis at the sectoral level	<p>Number of policy documents that have been amended and implemented by the Government based on M&E reports</p> <p>MDAs have ensured institutional arrangements to strengthen the link between M&E and policy planning</p> <p>The targeted MDAs consider M&E, in particular program evaluation, as a useful tool for policy-making</p> <p>Number of public consultations in response to the open government strategy of the government</p>	<p>Baseline: 0</p> <p>Baseline: 0</p> <p>Baseline: Perception Survey/ Interviews</p> <p>Baseline: 0</p>	<p>Target: 2</p> <p>To be determined later</p> <p>Target: Perception Survey/ Interviews</p> <p>Target: to be determined</p>	<p>Annual Project reports</p> <p>Annual Project reports</p> <p>Annual Project reports</p> <p>Annual Project reports</p>	<p>PMO taking the responsibility for providing access to relevant stakeholders</p>
Outputs	2.1 Sector planning, and monitoring & evaluation are enhanced as well as linkages between them for the two ministries are established	<p>AR report produced</p> <p>Number of consulted entities</p> <p>Number of consultations held on the AR.</p> <p>Linkages between M&E and sector planning established</p> <p>Rate of implemented activities in the action plan reported to the Steering Group</p> <p>Number of trained civil servants disaggregated by sex and by training areas</p> <p>Number of state-civil society dialogue on sector governance held through the open government partnership</p>	<p>Baseline: 0</p> <p>Baseline: 0</p> <p>Baseline: 0</p> <p>Baseline: 0</p> <p>Baseline: 0%</p> <p>Baseline: 0</p> <p>Baseline: 0</p>	<p>Target: 1</p> <p>Target: 4</p> <p>Target: 10</p> <p>Target: 1</p> <p>Target: 95%</p> <p>To be determined later</p> <p>Target: to be determined</p>	<p>AR produced</p> <p>Annual Project Reports</p> <p>Annual Project Reports</p> <p>Annual Project Reports</p> <p>Annual Project Reports</p> <p>Annual Project Reports</p> <p>Annual Project Reports</p>	<p>MDAs show sufficient interest and buy-in for the action</p> <p>The government continues to accept the Open Government Partnership as a platform to hold state-civil society dialogues.</p>
	2.2 Policy or program evaluations are	Number of program/policy evaluations	Baseline: 0	Target: 2	Annual Project	Relevant

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (incl. reference year)	Sources of data	Assumptions
	produced and communities of practice are established	<p>produced</p> <p>Number of communities of practice established with relevant stakeholders</p> <p>Number of organisational units/functions supported</p> <p>Number of evaluations launched and supported through the communities of practice</p>	<p>Baseline: 0</p> <p>Baseline: 0</p> <p>Baseline: 0</p>	<p>Target: 4</p> <p>Target: 4</p> <p>Target: 4</p>	<p>Reports</p> <p>Annual Project Reports</p> <p>Annual Project Reports</p> <p>Annual Project Reports</p>	<p>policies or programmes that would benefit from an evaluation can be identified by government counterparts.</p>
Outcome III (Specific Objective 3) Component 2: Local Governance and Accountability	SO3: Local Governance is enhanced through improved accountability and effective and efficient policy making and implementation	Primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar) (SDG 16.6.1)	Baseline: to be determined	Target: to be determined	Government statistics	
	3.1 Accountability mechanisms and communication lines are implemented and clearly put in place at all institutional and administrative levels of the development processes to ensure coherence and impact.	<p>Number of governorates 'councils and executive councils directly supported with accountability mechanisms for planning, decision-making, implementation and monitoring</p> <p>Number of staff (disaggregated by sex and age) from institutions benefited from capacity building in allocation of responsibilities, mandates, and lines of communication</p> <p>Quality of accountability mechanisms implemented</p> <p>Number of by-laws and procedures</p>	<p>Baseline : 3</p> <p>Baseline : MoPIC capacity development plan</p> <p>Baseline: Compliance and upwards accountability mechanisms</p> <p>Baseline : 0</p>	<p>Target : 6</p> <p>Target :to be determined at a later stage</p> <p>Target: Outcome and downwards accountability mechanisms</p> <p>Target : 2</p>	<p>Project reports, Evaluation reports, Technical reports</p> <p>Project reports</p> <p>Government official publications</p> <p>Screening of laws</p>	<p>Accountability mechanisms and communication lines are formally adopted by the government institutions</p> <p>There is a sufficient number of CSOs with the mandate, reasonable amount of</p>

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (incl. reference year)	Sources of data	Assumptions
		developed/modified Number of manual and templates developed and adopted	Baseline : 0	Target : 2	and procedures Project Reports	resources and capacity to take up monitoring role of the government.
	3.2 The policy making and planning is linked to the financial planning and funding opportunities.	Number of institutions and administrative levels directly supported with development planning, financial planning and attraction of alternative funding Number of staff (disaggregated by sex and age) from institutions benefitting from capacity building in development planning, financial planning and funding opportunities Number of development plans with integrated financial plan and related funding Number of capital investment plans drafted Number of procedures amended related to budget Number of manual/templates developed related to budget Number of strategies development for revenue collection enhancement	Baseline : 11 Baseline : MoPIC capacity development plan Baseline : 3 Baseline : 0 Baseline : 0 Baseline : 0 Baseline : 0	Target : 30 To be determined at a later state Target : 6 Target : 6 To be determined later Target : 24	Project reports, Evaluation reports, Technical reports Project reports Development and financial plans Development and financial plans Project reports Project reports Projects Reports	There is genuine political will by the GoJ to improve performance-based policymaking, supported by the M&E practices, across all the MDAs.
	3.3 Development plans are carried out to improve service delivery and development opportunities.	Number of institutions and administrative levels directly supported with the localisation of the SDGs in their planning	Baseline : 0	Target : 30	Project reports, Evaluation reports, Technical reports	There is continuous political will by the GoJ to

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (incl. reference year)	Sources of data	Assumptions
		<p>Number of staff (disaggregated by sex and age) from institutions benefitting from capacity building in SDG planning</p> <p>Number of national benchmarks defined related to localisation of SDGs</p> <p>Proportion of population (by sex and age) satisfied with their last experience of public services (16.6.2)</p> <p>Number of M&E tracking mechanisms in place</p> <p>Number of enhancement strategies in place</p>	<p>Baseline : MoPIC capacity development plan Baseline : 0</p> <p>Baseline : 0%</p> <p>Baseline : 0</p> <p>Baseline : 0</p>	<p>To be determined later</p> <p>Targets : 8</p> <p>Target : 30%</p> <p>Target : 30</p> <p>To be determined at a later stage</p>	<p>Project reports</p> <p>Development and financial plans</p> <p>Statistics on population and survey results</p> <p>Project reports</p> <p>Project reports</p>	<p>contribute to the SDGs</p> <p>Private service delivery actors are included in and willing to contribute to the process</p>
<p>Outcome IV (Specific Objective 4)</p> <p>Component 3: Social Accountability</p>	<p>SO4: The capacity and internal governance of CSOs and CBOs are strengthened and enable them to hold the government accountable</p>	<p>**Voice and Participation**</p> <p>Country score according to the Participatory Democracy Index developed by V-Dem (Country score</p>	<p>**Voice and Accountability: Rating of -0.70 in 2017**</p> <p>Country score according to the Participatory Democracy Index developed by V-Dem (Country score): 0.12 in 2018</p>	<p>Demonstrated positive trend</p> <p>Demonstrated positive trend</p>	<p>**Voice and Accountability***** *, World Bank</p> <p>Country score according to the Participatory Democracy Index developed by V-Dem (Country score), https://www.v-dem.net/en/</p>	<p>The government does not interfere with the setting up of the capacity-building scheme.</p> <p>CSOs and CBOs follow through with previous commitments to address internal governance</p>

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (incl. reference year)	Sources of data	Assumptions
						issues.
Outputs	4.1 Social accountability is enhanced based on the establishment of a capacity-building scheme and standards of accountability addressing CSOs and CBOs	Code of Conduct developed and endorsed by at least 20 CBOs and CSOs Number of CSOs and CBOs which have agreed to and comply with the standards set Number of youth and women reached through the activities **Number of government policies developed or revised with civil society organisation participation through EU support** Number of recurring monitoring schemes published and implemented by CSOs or CBOs	Baseline: 0 Baseline: 0 Baseline: 0 Baseline: 0 Baseline: 0	Target: 1 Target: 30 To be determined later Target: 5 Target: to be determined	Code of Conduct in place Annual Project Reports Annual Project Reports Annual Project Reports Annual Project Reports	CSOs and CBOs recognise the benefits of the capacity-building scheme and endorse it
	4.2 Enhanced social accountability targeting CSOs, CBOs and youth through the training of their capacities and ability to feed information into policy-making processes	Number of CSOs and CBOs which have become engaged in monitoring of the government at central and local level Number of local governments where initiatives are launched Number of youth and women reached through the activities Number of tools applied at local level by CSOs and CBOs Number of consultations held between CSOs, CBOs and government entities Number of different types of monitoring mechanisms developed and implemented	Baseline: to be determined Baseline: to be determined Baseline: 0 Baseline: 0 Baseline: 0 Baseline: 0	Target: 30 in addition to the baseline Target: 25 To be determined later Target: minimum 5 To be determined later To be determined	Project Reports Annual Project Reports Annual Project Reports Annual Project Reports Annual Project Reports Annual Project Reports	Local authorities are receptive of the support provided through the activities
	4.3 The participatory approach is put in place at all levels of the development	Number of CSOs and CSO representatives (disaggregated by sex and age) that made use	Baseline : 8	Target : 18	Project Reports, Evaluation	There is continuous

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Baselines (incl. reference year)	Targets (incl. reference year)	Sources of data	Assumptions
	processes to allow communication and accountability towards citizens	<p>of accountability mechanisms</p> <p>Number of CBOs and CSOs which have become engaged in monitoring activity of government (<i>disaggregated by level and institution of government</i>)</p> <p>Number of annual surveys conducted related to citizens' concerns</p> <p>Number of public hearings conducted</p>	<p>Baseline : 8</p> <p>Baseline : 0</p> <p>Baseline : 0</p>	<p>Target : 24</p> <p>Target : 30</p> <p>Target : 40</p>	<p>reports</p> <p>Technical reports and deliverables</p> <p>Government statistics on policy development and revision</p> <p>CSO/CBO reports that detail on participation in social accountability processes</p>	<p>political will by all levels of the GoJ for communication and accountability towards citizens</p> <p>There is a sufficient number of CSOs with the mandate, reasonable amount of resources and capacity to take up monitoring role of the government.</p>



Annex 2
of the Commission Implementing Decision on the annual action programme 2020 part II in favour of the Hashemite Kingdom of Jordan
Action Document for EU Support to the Social Inclusion and Empowerment of Vulnerable Jordanians.

Annual

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

1. Title/basic act/ CRIS number	EU Support to the Social Inclusion and Empowerment of Vulnerable Jordanians CRIS number: ENI/2020/042-604 Financed by the European Neighbourhood Instrument (ENI)	
2. Zone benefiting from the action/location	The Hashemite Kingdom of Jordan The action shall be carried out at the following location: Jordan	
3. Programming document	Single Support Framework for European Union (UE) support to Jordan (2017-2020) ¹	
4. Sustainable Development Goals (SDGs)	SDG 1: No Poverty - End poverty in all its forms everywhere. Other significant SDGs: SDG 2: Zero Hunger - End hunger, achieve food security and improved nutrition and promote sustainable agriculture. SDG 3: Good Health and Well-being - Ensure healthy lives and promote well-being for all at all ages. SDG 5: Gender Equality - Achieve gender equality and empower all women and girls. SDG 8: Decent Work and Economic Growth - Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	
5. Sector of intervention/ thematic area	Social sector/social protection – Gender- Youth and Civil Society Organisations (CSOs)	DEV. Assistance: YES
6. Amounts concerned	Total estimated cost: EUR 24 000 000	

¹ https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/single_support_framework_2014-2020.pdf

	Total amount of European Union (EU) contribution: EUR 24 000 000 of which EUR 18 000 000 for budget support and EUR 6 000 000 for complementary support.			
7. Aid modality(ies) and implementation modality(ies)	Direct management through: - Budget Support: Sector Reform Performance Contract - Grants - Procurement			
8 a) DAC code(s)	16010: Social / Welfare Services			
b) Main Delivery Channel	12000: Central Government 20000: Non-governmental Organisation (NGO and CSO) 21000: International NGO			
9. Markers (from CRIS 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"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input 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"/>
	10. Global Public Goods and Challenges	Human Resources Development		

SUMMARY

In the 'Vision 2025' and the recently adopted National Social Protection Strategy 2019-2025 (NSPS), the Government of Jordan (GoJ) has considered Social Protection as a key sector for development, underlining that "all Jordanians may aspire to a dignified living, decent work opportunities and empowering social services" for the most disadvantaged categories. To tackle the impact on citizens in a dire economic situation, the new strategy is based on a comprehensive multi-sectoral approach with joint institutional commitment of all social protection stakeholders. This commitment entails increasing transparency and accountability vis-à-vis all Jordanian citizens, with a focus on the most disadvantaged categories that include women, children and persons with disabilities.

Considering the increasing gaps in social needs and the overall poverty-related risks, the sector is under immense social pressure and is in urgent need to improve its inter-institutional governance and co-ordination mechanisms. An improved system requires the enhancement of institutional capacities, the upgrade in quality of service delivery and the long-term vision of economic empowerment based on a comprehensive and integrated approach that are paramount to achieving the strategized results in the sector.

The EU aims to extend the ongoing support to this vital sector by contributing to poverty reduction and by improving the living standards of the most disadvantaged social groups in Jordan. In doing so, the EU will support the Government of Jordan in the implementation of the recently launched National Social Protection Strategy (NSPS) and to the De-Institutionalisation Reform Plan for Disabilities, which was adopted in 2017. The EU's accumulated experiences in the sector in 2014 and 2019 and the complementarity of the actions under the EU Trust Fund in response to the Syrian crisis, which is also contributing to the support of the social protection sector, will inform this budget support programme.

The proposed action is a priority in the Single Support Framework (SSF) 2017-2020 under Sector 1: "Enhancing Jordan's Social and Economic Development with the aim to contribute to the reduction of social inequalities". The overall objective of the intervention is to improve and modernise the quality and performance of the social protection system in Jordan in order to develop an equitable and inclusive society in compliance with the NSPS priority areas. A budget support modality, accompanied by technical assistance, following the confirmation that the four budget support (BS) eligibility criteria are fulfilled. This modality will encourage the multiple stakeholders to collaborate and achieve the required results on the sector governance, including the commitment on institutional capacity building and enhanced quality of service delivery while involving the relevant stakeholders from the private sector and civil society.

The proposed intervention is under a tri-pronged approach with interlinked components. All three components will put specific emphasis on a gender responsive rights-based approach, thereby providing citizens, civil society and the private sector with an increased sense of ownership and equity, as follows:

- 1) Review of the legal framework and modernisation of the social protection governance system;
- 2) Improvement of the quality of service delivery to support the implementation of the de-institutionalisation (D-I) strategy;
- 3) Economic empowerment and social inclusion of the most disadvantaged social groups.

At the institutional level, the action will support the Ministry of Social Development (MoSD), which leads the implementation of the NSPS while developing an inter-institutional co-ordination mechanism that

integrates sound monitoring and evaluation. The programme will also extend support to the National Aid Fund, the Ministry of Labour, the National Health Insurance Directorate and the Higher Council for Persons with Disabilities as well as to civil society organisations and the private sector.

In addition to co-ordination with other donors active in the sector, the programme will ensure a high degree of complementarity with the current EU support to Social Protection in Jordan 2018-2022, (ENI/2017/40503). Moreover, this action will co-ordinate and complement its proposed actions with those of the 'EU Trust Fund Syria (EUTF) support to the self-reliance of refugees and host communities in Jordan, towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians' which was adopted by the EUTF Board on 4 of December 2019.

1. 1. CONTEXT ANALYSIS

1.1. Context description

The Hashemite Kingdom of Jordan has a **population** of 10,458,413². The majority of Jordanians live in urban areas, with 60%³ living in Amman and the three governorates adjacent to it.⁴

In 2018, Jordan's **gross domestic product** (GDP) amounted to around 42.29 billion U.S. dollars. In 2018, Jordan's share in the global gross domestic product adjusted for Purchasing Power Parity amounted to approximately 0.07%. The economy has remained broadly stable, but low growth and insufficient job creation remain critical challenges and weak growth. GDP decreased from 2% in 2017 to 1.9% in 2018, and rose to 3.308% in 2019 and is expected to rise to 2.4% in 2020.⁵ According to the International Monetary Fund (IMF), the size of the informal economy was estimated at around 26%⁶. In terms of informal workers, some estimation suggested a range from at least 30% of all Jordanians workers. Women relatively earn lower wages in the informal private sector (17%) than men (28%). Broadening the interpretation of the informal employment means that this sector could be representing 44% on the total employment in Jordan.

Despite its human development ranking (86th out of 188 countries in 2016), **poverty rates** are relatively high in Jordan. According to the NSPS data, 15.7%⁷ of Jordanians were under the poverty line in 2019 and 10%⁸ of the Jordanians belong to the poorest category on the basis of their consumption level, particularly those classified on decile 1 and 2. The data released in December 2019 by the Jordanian Department of Statistics showed an increase in unemployment rates reaching 19.1%, compared to 18.6% in the same quarter in 2018; for women in particular, the unemployment rate during the third quarter of 2019 has reached 27.5%⁹. The National Social Protection Strategy (NSPS) states that 87% of women in the

² Statistics of 2018: . The total number is stratified into: 34.14% are from age 0-14years (male 1,835,094 /female 1,735,773); 19.98% are from age 15-24 years (male 1,114,783 /female 975,086); 37.72% are 25-54 years (male 2,137,424 /female 1,807,573); 4.64% are from age 55-64 (male 253,029 /female 232,652); 3.51% 65 years and over (male 180,652 /female 186,347).

³ According to DOS 2019 statistics, the EUD has calculated the number of Jordanian women residing in Urban Areas to be 3.49 million which includes the main districts from Amman, Zarqa, Irbid, Mafraq, Balqa, and Madaba. (http://dosweb.dos.gov.jo/DataBank/Population_Estimares/PopulationEstimatesbyLocality.pdf).

⁴ https://www.indexmundi.com/jordan/demographics_profile.html.

⁵ <https://www.ceicdata.com/en/indicator/jordan/gdp-per-capita>.

⁶ http://www.ilandsekretariatet.dk/sites/default/files/uploads/public/PDF/LMP/LMP2018/Imp_jordan_2018_final_version1.pdf

⁷ There is no sex disaggregated data on the percentage of Jordanians under the poverty line.

⁸ Nationwide, 0.5 percent of Jordanian households are considered food insecure and an additional 13 percent vulnerable to food insecurity. Over 14 percent of the population lives below the poverty line and a third is considered transient poor. Analysis from the International Labour Organisation (ILO) further shows that poverty over the life cycle is concentrated among children, in particular those between the ages of 5 and 12, with proportions reaching 20% for this age group. The 2016 WFP Comprehensive Food Security Monitoring Exercise revealed that the majority of Syrian refugee households living in host communities continue to be either food insecure or vulnerable to food insecurity. <https://reliefweb.int/sites/reliefweb.int/files/resources/2018%2005%20Jordan%20Country%20Brief%20May.pdf>.

⁹ <http://dosweb.dos.gov.jo/labourforce/>

poorest decile of the population are not in the labour force, with only a staggering 8% was reported as employed.

Jordan has one of the lowest labour force participation rates in the world, averaged 36.81% from 2017 until 2019, reaching an all-time high of 40.60% in the first quarter of 2017 and a record low of 33.6% in the third quarter of 2019. Jordan's female labour force participation rate is also low; scoring as the third lowest globally, (13% compared with 62.7% for men in 2017).¹⁰ Female labour force participation rates are also significantly lower than those in neighbouring Arab countries. On poverty issues, according to UNICEF figures, there are 3.16 million children in Jordan - one in five is multi-dimensionally poor.

Disability is considered as a major social challenge in Jordan. The current official estimate of disability prevalence¹¹ is 13% of the population, amounting to over 1,100,000 people. The percentage of children with disabilities receiving education is as low as 3% and the percentage of persons with disabilities who are illiterate 35%. When it comes to the types of disabilities prevalent in Jordan, locomotor disability is the leading type accounting for 17.3% of the total. Vision loss was the second leading type, accounting for 16.2%.

The Law on the Rights of Persons with a Disability, adopted in 2017 (Law No. 20), has introduced important institutional measures and actions with a comprehensive national legislation for disability and a well-structured governance, mandates and responsibilities attributed to the Higher Council for Persons with Disabilities (HCPwD) in compliance with the international standards of human rights and access to services. Ministry of Social Development, together with the HCPwD presented on 2019 a De-Institutionalisation strategy¹² and road-map for reforming systems of care from institutions into inclusive services for people with disabilities within their families and local communities, which requires strengthening their independent living skills, and the skills of the families and relevant organisations.

Jordan is the only country in the Middle East that has ratified the **International Labour Organisation (ILO) Convention 102** on Social Security standards that operates a large-scale social assistance cash transfer programme funded with national resources, and provides forms of social insurance-based coverage for health, maternity and unemployment, in addition to long-term risks. However, high expectations lie further with the social protection system in Jordan to provide for the critical function of social and economic equalizer, foster productivity and human capital development, provide opportunities and cushion to the most vulnerable within the framework of the ongoing structural challenges in the economy and the labour market.

The Government of Jordan reports that there are 1.3 million Syrians in Jordan, of these 654,692 are currently registered as refugees by the UNHCR. The presence of refugees in Jordan has generated significant challenges particularly in the light of the country's economic

¹⁰ DOS 2017.

¹¹ More than one-quarter of ever-married women report that they are related to their current or former husband. Kinship marriages are becoming less common in Jordan, decreasing from 56% in 1990 to 28% in 2017-18. This means that there might be a high number of genetic disabilities related to consanguinity practices.

¹² Although there are provisions in the penal code criminalising sterilisation of women and girls without a clear or urgent medical reason, one of the main risks associated with deinstitutionalisation lies with this practice on women and girls with intellectual disabilities. Case studies demonstrated that the main reason behind this discriminatory and illegal practice is to avoid social stigma and honour-related issues if the girl or woman becomes pregnant as a consequence of rape. This programme will introduce risk mitigation tools to ascertain that the deinstitutionalisation strategy will not pose any violations to the rights of women and girls with disabilities, particularly through the foreseen support to civil society on deinstitutionalisation.

development challenges and exerted significant strain on public services, compounding concurrent and mutually aggravating security, economic, political and social factors.

1.2. Policy Framework (Global, EU)

As for the EU framework, Europe 2020 sets out a vision of Europe's social market economy for the 21st century and constitutes the EU's agenda for growth and jobs for the current decade. As social policies are an integral part of the **Europe 2020 Strategy**, the EU Commission also supports EU countries' efforts to address their social challenges through the actions foreseen in the Platform against Poverty and Social Exclusion and Social Investment Package as well as the EU funds, in particular the European Social Fund.

The 2015 Review of the **European Neighbourhood Policy** (ENP) reaffirms the EU's commitment to promote employment, employability and social inclusion. In general, EU co-operation shall "promote and support the development and implementation of policies and of systems of social protection and security in order to enhance social cohesion and to promote self-help and community solidarity".

Policy papers have been developed by the EU recently, which all aim at taking stock of the fact that social protection has become an important policy tool to tackle poverty and reduce vulnerability among the poor and a significant way to address forced displacement. (i.e. EU Joint Communication, A Strategic Approach to Resilience in the EU's External Action, JOIN (2017)²¹, Reference Document n°26, Social protection across the Humanitarian Development Nexus, A game changer in Supporting People through crisis)

Gender equality is at the core of European values and enshrined within the European Union (EU) legal and political framework. The programme matches the following four pivotal areas outlined in the Gender Action Plan (GAP) by responding to the following targets:

- Ensuring girls' and women's physical and psychological integrity;
- Improving access by women of all ages to decent work and to the national social protection floors¹³;
- Promoting the social and economic rights / empowerment of women and girls¹⁴;
- Eliminating of all forms of violence against girls and women and of gender-based violence (e.g. strengthening child protection systems).

1.3. Public Policy Analysis of the partner country/region

Recent efforts by the Government of Jordan have focused on inclusive economic growth to promote resilience and address sustainable development priorities, all while continuing to meet its obligations under international humanitarian law and hosting Syria's refugees. The Jordan Response Plan 2019 is firmly situated within the humanitarian-development nexus approach. Recent national initiatives during 2019, such as the amendments to the labour code and social security law, and a workplace harassment Code of Conduct by Ministry of Labour (MoL), the reinvigoration of the Inter-Ministerial Committee on Women's Empowerment, the Mashreq Women's Economic Empowerment Plan, and the new National Women's Strategy, as well as international efforts such as the World Bank's Development Policy Loan, the London initiative and the Brussels Conferences, all follow suit.

¹³ Page 9 https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-0150922_en.pdf

¹⁴ Page 2 of the Joint Staff Working Document on Gender Equality and Women's empowerment: transforming the lives of girls and women through EU external relations 2016-2020.

The strategic policy context is set out in key documents including the “**Jordan’s Vision 2025**, a National Vision” and its Al-Nahda strategy, the Ministry of Social Development Strategic Plan 2017-2021, the Jordan Response Plan to the Syrian crisis and the De-I reform for people with disabilities (2017) and its related Action Plan, as the five-year reform matrix (one of its pillars relate to “Expand and Improve Social Safety Nets to Better Protect the Poor and Vulnerable). Finally, the recently launched **NSPS** and the related Action Plan recently presented by the Ministry of Social Development covering short-term (from 2019 to 2022) and medium-term actions (from 2022 to 2025).

The new NSPS 2019-2025 has been developed under the leadership of the Ministry of Planning and International Co-operation (MoPIC) and Ministry of Social Development. The strategy is organised around three pillars: (1) Opportunities; (2) Dignity and (3) Empowerment;

Pillar 1: Opportunities

Around half of poor workers are in the informal sector and are not registered with Social Security. This reflects the broader trend of increasing informality. The improvement of decent work focuses on opportunities for **families to be economically self-reliant** through the formal labour market. The Ministry of Labour is the key player in partnership with the Social Security Corporation (SSC) and the Ministry of Transportation for setting up the key measures and actions for the increase of the work-related protection and to expand the employment opportunities for more accessibility, working conditions and quality of jobs including the improvement of the efficiency of the active labour market programmes and the achievement of the social security insurance coverage, knowing that the vast majority of the poor work in the informal sector with no health insurance. The Ministry of Health will gradually expand the coverage of the Civil Health Insurance, starting from providing health insurance to poor Jordanians with the lowest available user fees.

Pillar 2: Dignity

Social assistance through Ministry of Social Development, National Aid Fund (NAF), Zakat Fund and Royal Court, focuses on targeted social assistance for the poor to maintain dignity but not for poverty alleviation. This is why the Takaful programme (NAF Expansion Plan) launched in May 2019, which seeks to expand the NAF cash assistance provided to Jordanians and to provide complementary services to the most vulnerable families nationwide (on energy, transportation, health insurance, and school feeding), needs to be accompanied by a more sustainable approach. This pillar aims to consolidate the existing social assistance programmes provided by both the NAF and Ministry of Social Development and set-up clear and transparent mechanisms for maximising coverage to the poorest families. Ministry of Social Development, NAF and the Ministry of Labour are the key players for the implementation of this pillar by establishing an economic empowerment plan for the NAF Takaful programme based on pre-conditions for cash transfers with accepting job offers proposed by the Ministry of Labour services. The economic empowerment plan is a set of actions and measures for enhancing the living standards of the most vulnerable categories between the NAF and the Ministry of Labour. Under the recently launched National Employment Charter (NEC), in partnership with private sector, various efforts are underway to improve the employment support.

Pillar 3: Tamkeen social services

This pillar focuses on the empowerment of the population through affordable education and health care as well as other social services that support people with special needs. Jordan will gradually move to a new policy approach by putting families and local communities at the centre of the needs. More trained and qualified social workers and CSOs/CBOs are required to implement the new **De-Institutionalisation** of persons with disabilities.

The adopted **law (N°20-2017) on disabilities** complements the provisions of the NSPS as far as the rights of persons with disabilities is concerned. The law is set to bring a “new era” for this segment of the society. With its clear anti-discrimination provision and broadened definition of disability, the law is deemed to be the “most advanced” in the region, and is expected to realise a “quantum leap” in the way the country handles the issues facing people with disabilities, who account for around 13% of the population. The new legislation redefines disability and takes into account the physical barriers that hinder their ability to lead a normal life. Moreover, “informed consent” has been introduced as a right which gives citizens with disabilities consequential information of their decisions.

The Government has also set up the National Unified Registry (NUR), which is a key national platform that consolidates standard definitions on poverty and introduces verifiable criteria to determine the eligibility of the targeted most disadvantaged social groups. The NUR will include a well-articulated role for social workers and will finally serve as the portal for all citizens to apply for various public-funded social assistance programmes. This system is intended to be implemented in 2020.

The new strategy framework has elected the Ministry of Social Development **to take the leading responsibility** in the sector co-ordination and the implementation of the approved NSPS 2019-2025. This sector requires serious and effective support to the Ministry of Social Development in developing and implementing effective policy, leadership, co-ordination, development of gender-sensitive actions and effective collaboration with partners within the SP-domain because there is a large number of institutions in Jordan which are operating in both poverty reduction and social protection.

The Prime Minister has approved a **Steering Committee that will co-ordinate the implementation of the National Social Protection Strategy** under the leadership of the Minister of the Ministry of Social Development¹⁵. For social protection co-ordination, the Government of Jordan has also set out institutional arrangements¹⁶ between the Ministry of Social Development, NAF and the Ministry of Health (MoH) (in the field of access to Health Care), the Ministry of Social Development and HCPWD (in the field of De-I) and the Ministry of Social Development, NAF and the Ministry of Labour (in the field of economic empowerment), which include policy oversight, M&E, knowledge and information management and capacity building through the establishment of the NSPS.

The NSPS relates to the SDG¹⁷ 1, 2, 3, 5, 8, and 16. Together with the 6 strategic goals from the Ministry of Social Development Strategic Plan 2017-2021 and the De-Institutionalisation Action Plan, the NSPS clearly shows overall coherence with Jordan’s overarching development policy and is also consistent with EU development objectives. For the use of Sector Budget Support, the eligibility criterion of a well-defined sectoral policy on the basis

¹⁵ Members are SGs of MoSD, MOPIC, MOF, MOL, MoH and MoE, DGs of NAF, Zakat Fund and SSC and DGs of NGO Jordan River Foundation and Tikyat Um Ali.

¹⁶ However, there is no clear indication that these arrangements mainstream gender; through technical assistance, the program will ensure that gender responsiveness is integrated into the work of these institutional arrangements.

¹⁷ The NSPS targets poverty reduction, the elimination of hunger, access to health insurance, female inclusion and protection, provision of decent work opportunities and establishment of strong good governance mechanisms which corresponds to SDGs 1,2,3,5,8,16.

of which the Government of Jordan shall report on and evaluate the implementation of the sector policy being in place or under implementation is met.

Eventually, the social protection sector has been **heavily impacted by the COVID-19 crisis**. The Government of Jordan has taken tough confinement measures that have, to date, limited the spread of the pandemic. A number of measures have been announced to cushion the impact of COVID-19 on the workers, the national economy and in particular on the most vulnerable people affected by the lockdown. MoSD did a rapid costing of their intended response to help the most vulnerable groups and to mitigate the immediate impact of the lockdown on the daily wage workers. The amount for the immediate response was calculated at 216,300,000 JOD, while for the medium-term response the MoSD calculated an amount of 70,200,000 JOD.

In this framework, the Government of Jordan gave the authority to Social Security Corporation to allow:

- Enterprises to suspend old age contribution for 3 months starting March 1, 2020 while maintaining coverage for maternity, unemployment, death, and occupational health. This will reduce the contributions from 21.75% to 5.25% (employer 4.25% and employee 1%);
- Enterprises to pay social security contributions in instalments until end of 2023 without any interest or penalties, an important attempt to provide incentives to informal businesses to formalise;
- Utilisation of 50% of the maternity fund income of 2020 to provide in-kind support to the needy (i.e. elderly and daily-compensated workers)

The Government has also established a Social Protection Committee at the Crisis Centre to follow up on the protection of vulnerable groups including NAF beneficiaries and other at-risk social groups. The Committee is headed by MoSD and includes NAF, the SSC, two CSOs and a representative of the private sector.

The National Aid Fund is providing monthly cash aid and supplementary support (150,000 families). It delivers emergency cash and relief aid to an additional 50,000 households to the ones already covered by NAF, with the support of the Jordanian Armed Forces. Tkiyet Um Ali and the Hashemite Relief are national CSOs, which were mandated to deliver regular in-kind assistance to 30,000 families per month in addition to emergency and relief aid. The Hashemite Relief will be eligible to receive any in-kind items donations based on procedures approved by the Crisis Centre's Social Protection committee.

On employment issues, the Prime Minister announced on April 8, 2020 Defence Order No. (6) to allow for 30% wage reduction for the year 2020, with the consent of the workers (in this case, the measure will apply to the entire establishment in order to ensure equity of treatment), or 50% wage reduction, if the worker is not working - with approval of the Government.

Defence Order No. (9) was issued on 17 April 2020, wherein the government introduced a number of measures to safeguard the workers' wages and welfare with three main programmes: "Solidarity 1 Programme" will provide 50% of employees' salaries ranging from JD 165 to JD 500 while the employer will pay 20% of salary at a maximum of JD 250; "Solidarity 2 Programme" will target companies that are not enrolled in Social Security Corporation where each employee will receive a monthly unemployment wage of JD150 and

in return the enterprise will pay a total fee of JD 140; and “Musaned Programme” allows subscribers to receive advance payments from their unemployment credits.

Daily waged workers who are jobless and were not enrolled in Social Security Corporation are eligible to benefit from the bread subsidy. Families with two members will receive JD70 for one month, while households with more members will receive JD136 (currently the fund has JD27 million).

As for wage protection, the GoJ is promoting e-wallets, which will ensure wage payment as well as health safety since wages will not be paid in cash/paper bills. In addition, employees and employers were granted temporary electronic mobility permits to allow them to reach their offices to handle issues relative to payrolls and ensuring that all wages are paid by the end of March 2020.

1.4. Stakeholders Analysis

The **Ministry of Planning and International Co-operation** in addition to co-ordinating international donors' assistance, has a leading role in socio-economic development policies and was involved in the formulation of the national poverty reduction strategy. With the Ministry of Social Development, the Ministry of Planning and International Co-operation played a key role in the preparation and the approval of the NSPS.

The major key stakeholder in social protection and its reforms however is the **Ministry of Social Development** which is responsible for facilitating the policy dialogue and the co-ordination of social protection policies and has recently been designated as the lead Ministry in the implementation of the NSPS 2019-2025. With headquarters in Amman and branches in all 12 governorates, the Ministry of Social Development is managing 214 field units and care centres in the areas of child protection, human trafficking, social development, juveniles and persons with disabilities.

The Ministry of Social Development is facing several challenges and weaknesses related to governance mainly in terms of (i) monitoring and evaluation that should be based on a clear and transparent accountability system; (ii) insufficient co-ordination with social protection implementers, mainly CSOs given their low level of participation and management role in the social protection system. In addition, the Ministry of Social Development suffers also from (iii) a low quality of service delivery due to (iv) low capacities of its social workers and (v) poor working conditions in the Ministry of Social Development care centres, and finally it's (vi) underperforming management information and communication system.

The **Ministry of Labour** is the main government stakeholder in the field of labour and employment. There is an underlying and urgent need for the economy to generate more jobs and to integrate women as economic actors. The Ministry of Labour has several operating Agencies (National Employment Training, Vocational Training Corporation, the Development and Employment Fund and the Technical and Vocational Skills Development Commission (TVSDC)). Apart from the main institutions listed above, there is a wide variety of other employment supporting institutions. Also, the NAF (further presented below) has developed tangential contacts with the Ministry of Labour supported notably through the EU SESIP programme, relating to training for employment for the most disadvantaged categories referred to by NAF.

Social health protection is provided by the **Ministry of Health** Civil Health Insurance Program, the Royal Medical Services and by a number of smaller public programs, including university programs and UNRWA for Palestine refugees. However, the involvement of local authorities and communities in implementing health protection programmes is limited. The government's executive plan to reform the health sector in 2018-2022 amounted to JD602 millions of which, the health insurance plan entails projects and initiatives at a cost of about JD109.9 million, including restructuring the existing health insurance formats to increase their efficiency and creating an independent health insurance body that serves as an umbrella for the existing health insurance funds.

Social security is delivered through the following programmes: (1) A social insurance programme which covers all civilian workers subject to the rules of the Labour Law regardless of sex or nationalities, ranging between 16 and 60 years old for males and 16 and 55 for females¹⁸, (2) A public program for the civil service and military (3) the publicly funded social assistance and cash transfer programme through the NAF and (4) the management of an assistance programme for Palestinian refugees. Almost 63% of Jordanian workers are covered by SSC programmes of which women are less than 20%.

The **National Aid Fund** (NAF) established in 1986 under the Ministry of Social Development, administers a recurring cash assistance program and provides services and emergency aid to the poor, including the disabled and the unemployed. The NAF recurring cash assistance programme is by far the largest with about 92% of total NAF expenditures. NAF is also managing the **Takaful Programme** (NAF Expansion Plan) launched in May 2019, expanding the coverage to an additional 85,000 Jordanian families among the poorest. Takaful provides assistance through a range of mechanisms (e.g. electronically distributed cash, health insurance, renewable and efficient energy, transportation, labour market programs); and encourages work through incentives.

The **Zakat Fund** is another important cash transfer mechanism. It has an autonomous budget and depends on donations with only the administrative costs being covered by the Ministry of Social Development. It provides cash assistance to poor persons of all ages and nationalities, with a particular focus on orphans.

The **Higher Council for Persons with Disabilities** (HCPwD) was established under the now repealed Law No (31) of 2007 on the Rights of Persons with Disabilities, and in the Law on the Rights of Persons with Disabilities No (20) for the year 2017 where the Council's name was amended to the Higher Council for the Rights of Persons for Disabilities. The crucial part in the law is the topic of De-I of persons with disability, which is one of the priorities in Vision 2025 and the NSPS 2019-2025.

Civil society organisations provide a range of social protection services including provision of cash transfers, in-kind safety nets and community-based social care and social safety net programs. Some of these organisations have also accumulated a well-rounded experience in supporting poor people with employability skills and entrepreneurship services in co-operation with government and private sector actors. However, the CSOs contribution and involvement in social protection remains extremely fragmented and the level of co-operation, sharing of ideas and co-ordination among CSOs remains low.

¹⁸ Women in Jordan can retire earlier than men; it was decided this way when the average life expectancy in Jordan was 45 years, and it is still so even though the present life expectancy rose to 78 (<http://www.jordantimes.com/opinion/fahed-fanek/raising-retirement-age>).

The private sector is an important player as regards its role in improving opportunities and access to jobs for the skilled disadvantaged women and men and for the disabled categories. Private sector associations and the Chambers of Industry and Commerce will be a useful channel for the promotion of the access to the labour market for the vulnerable and disabled categories.

1.5. Problem analysis/priority areas for support

Considering that the new NSPS has paved the way to a significant reduction in poverty through an effective and equitable access, for all targeted social groups, to social protection services, it is now necessary to create mechanisms that guarantee its **implementation, monitoring and sustainability** to reduce and prevent poverty in all its forms and vulnerabilities, regardless of nationality, gender, ability, geographic location or status. As a derivative of five key documents¹⁹, the priorities retained for this programme are three-fold:

1. Review of the legal framework and modernisation of the social protection governance system

In the legal and governance framework, discrepancies remain between the social protection legislative framework and the weaknesses in good governance. The current Ministry of Social Development law which dates back to 1956 needs to be compliant with the national social protection strategy and the D-I reform to reflect the new roles, goals and principles of the Ministry.

Reforms should be launched to amend the legal framework related to the Ministry of Social Development's mandate with special attention to obligations under international law, which cover women, civil society, children, persons with disabilities and human rights in general. Moreover, the Social Workers' by-law needs amendments that reflect more recognition of the workers' status and more improvement of specialisations and quality of social care services to all citizens. It might also be worthwhile to revise the civil society framework within the Ministry of Social Development to adapt the registry to the requirements of the D-I strategy. The role of civil society, under this strategy, is foreseen to better respond to the diversified and qualified needs and competencies to work with the concerned families. Hence, civil society specialisation in care and aftercare is crucial for the success of the D-I strategy.

Due to the expansion of the public system, many poor Jordanians are offered health insurance coverage with reduced user fees through public healthcare facilities, but more than a quarter, mainly from the informal sector²⁰, remain uncovered. Universal Coverage is included in the "Vision 2025". Improvements in technical efficiency of the health sector are likely to generate cost savings. In addition, various organisational improvements, including accurate costing, monitoring and evaluation mechanisms, may as well result in reduced duplication, fragmentation and may increase the access of health insurance to left-aside portions of the Jordanian population²¹.

2. Improvement of the quality of service delivery to support the implementation of the de-institutionalisation (D-I) strategy;

¹⁹ Jordan NSPS 2019-2025 and Jordan NSPS approved Action Plan, Jordan Ministry of Social Development Strategy Plan 2017 2021, Jordan Vulnerability Assessment, Jordan draft economic empowerment Strategy and Jordan De- Institutionalisation Strategy.

²⁰ Both the informal sector and the public sector include large numbers of women, which calls for a gender responsive proposal to understand how the health insurance needs of women and men differ in this context.

²¹ Ibid.

Jordan relies heavily on institutions to provide care for people with disabilities, and particularly those with intellectual disabilities. However, there are strong justifications calling for transforming the current system to de-institutionalise. To name only but a few: 1) institutionalisation is considered as being non-conducive to the health and development of people with disabilities; 2) Family and community-based care for people with disabilities have much better outcomes for people with disabilities; 3) Institutionalisation is expensive.

The action plan developed by the Ministry of Social Development and the HCPWD presents a road map for reforming systems of care²² from institutions into inclusive services for people with disabilities within their families and local communities. In terms of challenges, the sector has 1) scarce financial resources; 2) insufficient co-ordination between partner organisations, as well as overlaps in their roles and responsibilities, gaps in service-delivery, scarcity in the required expertise and capacity needed for transforming the system of institutional services; 3) the reluctance of some families of people with disabilities to accept the latter in their homes or in their communities. Qualified and trained social workers with several specialisations targeting all contextual needs should contribute to modernising the social services sector, developing poverty reduction strategies, implementing durable solutions to problems and develop their competencies for supporting the De-Institutionalisation Reform. The impact this reform may have on women wishing to access the labour market will also have to be carefully looked into. Care work will have to be duly recognised.

3. Economic empowerment and social inclusion of the most disadvantaged social groups.

The majority of the poor are able to work. Around 68% of men in the poorest decile participate in the labour market. The unemployment rate among men in the poorest decile is (24%) twice as high as those of men in the wealthiest decile (12%). Very few women in the poorest decile participate in the labour market (13%) and more than half of these are unemployed. Around 81% of women residing in Jordan are unemployed. Jordanian women make labour market decisions by weighing the benefits of job opportunities against the 'costs' of working – including alternative uses of their time. A majority of working²³ women have permanent employment (71%), while roughly a fifth have temporary employment (22%), and 5% are self-employed²⁴.

On the basis of these significant facts relating to unemployment issues which affect drastically women, youth and persons with disabilities and the poorest categories in Jordan, there is a crucial need to develop an economic empowerment plan focusing mainly on the most disadvantaged categories in Jordan which may facilitate their "graduation" out of poverty in a sustainable way. The NAF and the Ministry of Labour are the key main stakeholders for promoting the economic empowerment framework and set up the key measures in terms of referring the targeted people from the NAF case management system (referral system) to the on job trainings and the labour market system.

With the approval of the new national social protection strategy (NSPS), there is room for the first time to use the Budget Support modality within the SP-domain in Jordan. This will help create broader ownership by different ministries on decision-making, with respect for sectoral policy, sectoral strategy and sectoral spending.

²³ As with men, the level of wages is prime consideration. Women often put particularly strong emphasis on other factors as well, including (i) the availability and affordability of childcare, (ii) hours of work versus housework (iii) family objections to women working (iv) availability of jobs in their area and of commuting in relation to responsibilities at home and (v) concerns about harassment at work or during the commute.

²⁴ Ibid.

For budget support actions only

1.6.1 Fundamental Values

Jordan has ratified the 6 major international conventions related to protection of human rights. However, Jordan has not ratified a number of optional protocols, inter alia the Optional Protocol to the Convention against Torture, the 1st and 2nd Optional Protocols of the International Covenant on Civil and Political Rights, the ILO convention No 87, No 169, No 189, and the Conventions on refugees and stateless persons. Jordan is the only country in the region that has offered a standing invitation to all UN Special Rapporteurs. Yet, the Committee on the Right of the Child has underlined important weaknesses in terms of legislation, institutions and allocation of resources that have prevented the implementation of the Convention.

With CEDAW, Jordan has entered reservations to articles 9, paragraph 2 and 16. The 2011 revised Constitution did not include 'gender' as a ground of discrimination. Discriminative clauses against women notably on personal status law are evident. However, the recent progress on gender issues (abolition of article 308 - on the persecution of rapists - and modification of other related articles, and the passing of the August 2017 law on violence against women) represent the latest signal of political resolve. Jordan seems genuinely committed to reforming its legislation to address domestic violence, improving equal opportunities for women and taking measures to combat gender discrimination. Accompanying legislative reform with real changes to long-standing societal attitudes remains a long-term challenge.

Jordan endorsed 147 recommendations out of 226 made by the UN's Human Rights Council (UNHRC) at the Kingdom's Universal Periodic Review (UPR). The promotion of and the respect for human rights constitutes an essential element of the relations between the EU and Jordan and is reflected through regular dialogue in multilateral and bilateral frameworks, fully acknowledging Jordan's security concerns and objectives. Finally, in relation to the right of access to skills as path to employability, employment and decent work, Jordan ratified the Convention No. 142 of the International Labour Conference, concerning vocational guidance, training and human resources development and the International Recommendation No. (195) relating to this Convention.

1.6.2 Macroeconomic policy

The Government of Jordan pursues credible and relevant stability-oriented policies aiming at maintaining fiscal and financial stability. This commitment was demonstrated by the agreement on a new Fund-supported economic programme during the IMF Staff Mission in January 2020. The IMF-supported economic programme aims at advancing fiscal consolidation to enhance public debt sustainability and implementing structural reforms to boost inclusive economic growth.

Real GDP growth was lower than expected in 2018 at 1.9%. Regional instability continues to weigh heavily on growth but an increase in tourism and the reopening of trade with Iraq have potential to lift economic activity. The Government's outreach to potential investors and financial support from partner countries at the February 2019 London Initiative can give further impetus to the economy provided that the Government implements its reform agenda. Nevertheless, real GDP growth is forecast to pick up only slightly in 2019 to about 2.2%, still insufficient to reduce unemployment substantially from 18% in 2018.

The efforts to rein in the increasing deficit in the combined public sector balance (including the electric power company NEPCO and the Water Authority of Jordan) proved difficult in 2018. Although the level of gross public debt at 94.4% of GDP (end-2018) is assessed as sustainable in the recent Debt Sustainability Analysis (DSA May 2019), the risks are substantial. Implementation of the new Income Tax Law together with strengthening of tax administration is critical for domestic revenue mobilisation but other measures are needed. In this respect implementation of the Financial Sustainability Roadmap for the power sector is crucial.

The Central Bank of Jordan is focused on maintaining an adequate level of international reserves to support the Jordanian dinar's dollar peg. The balance of payments is improving in the current account, but the inflow of foreign direct investment is still subdued. The Central Bank is also focused on providing supportive credit conditions to the economy through the National Financial Inclusion Strategy.

1.6.3 Public Financial Management (PFM)

The Public Financial Management eligibility criterion is considered fulfilled as Jordan's new PFM Reform Strategy (2018-2021) is sufficiently relevant and credible. Between 2016 and 2018 a number of international 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 a new PFM Strategy which builds on the previous Strategy (2014-2017). The priorities and activities of the new strategy are highly appropriate to address existing weaknesses and the reforms are meaningfully sequenced with clear institutional arrangements.

The main priorities of the Government are:

- Secure long-term aggregate fiscal discipline by reducing budget deficit and public debt as a percentage of GDP and
- Increase the linkage between the annual budget and the priorities established by national strategic objectives, especially for capital expenditure.
- Jordan has continued to make progress and the most recent improvements include:
- Adoption of the new Audit Bureau Law which enhances the independence of the Audit Bureau;
- Adoption of the new Income tax Law which is expected to expand the tax base and address tax evasion;
- Adoption of the new Public Procurement By-Law which for the first time establishes a common legal framework for public procurement and sets legal provisions for an independent complaint and dispute settlement; and
- Submission to the parliament of a new draft Organic Budget Law which, when adopted, will provide more detailed and rational description of the roles and processes in Public Financial Management.

The Government has taken a mix of tax policy and tax administration measures to increase domestic resource mobilisation. Domestic revenue is projected to increase by about one

percentage point of GDP from 23% of GDP in 2018 provided that the measures are implemented effectively. The tax system remains however unbalanced with its main burden put on indirect taxes.

1.6.4 Transparency and oversight of the budget

The Government of Jordan has met the entry point of the general condition on transparency and oversight of the budget as it is defined in the EU Budget Support Guidelines of December 2017. The Government of Jordan has in fact published the enacted budget of the past budget cycle (2018) within the same fiscal year.

The budget proposal for 2019 was endorsed by Cabinet on 28 November 2018 and was published on the General Budget Department (GBD) website the following day. The final Budget Law was published on 27 January 2019.

The Open Budget Survey 2017 (the latest one available) Jordan scored 63/100 on budget transparency (substantially higher than the world average of 42). This puts the country in the category of those providing substantial budget information.

As for budget oversight by the legislature Jordan scored 41/100. 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. However, it should be noted 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.

Major areas of Jordan's public expenditure in relation to social protection are at least 1.195 JD million in 2017. However, the bulk of this is made up of SSC spending and, excluding this, leaves a total of 184 JD million on poverty-focussed cash and social services. This is significantly less than the current expenditure on food subsidies of 225 JD million²⁵.

The budget on social protection as per functional classification of the general budget law 2019: The Government of Jordan focuses on supporting both 'Old Age' and 'Health' (total of: 79%). In 2019, a big amount of support was allocated to 'Old Age' (43%). 'Health' received the second largest allocation with 35%. The third largest allocation was dedicated for Social Protection (not elsewhere classified), with 11% in 2019. All other sub-sectors are minor and received less than 10% of the Social Protection Budget each. Only 9.32% of the social budget is allocated to (i) Sickness and Disability, (ii) Family and Children, and (iii) Housing. There is no budget indicated for 'Research and Development in Social Protection, though it is mentioned in the General Budget Law of 2019.

Transparency of the social sector budget has space of improvement with particular regard to considering all stakeholders and support of donors. Some aspects of the spending of agencies such as the HCD (Higher Council for Persons with Disabilities) and the NCF (National Council of Family Affairs) might also be included, but this would make no significant difference to the total. Also, figures for the 'legacy' civil and military pension system are not included.

²⁵ For details see Annex 2 of the SP Review report.

Conclusion: for the use of budget support, the **eligibility criteria** of a credible and relevant sector public policy, macro-economic stability, public financial management, transparency and oversight of the budget, in place or under implementation, are met.

2. Risks and Assumptions

Risks	Risk level (H/M/L)	Mitigating measures
The impact of COVID19 pandemic will prevent successful implementation of all the components of the programme due to changing priorities of the government	H	The GoJ has established a Social Protection Committee at the Crisis Centre to follow up on the protection of vulnerable groups including NAF beneficiaries and other at-risk social groups. Although the bulk of this programme fits well with the new pandemic-risk reduction priorities, the de-institutionalisation of care may move to a lower rank on MoSD's priorities. The risk of increased unemployment in the country will potentially also make it even more difficult for vulnerable people to find work. The call for proposal will ensure that De-I of care and economic empowerment of vulnerable groups, including NAF beneficiaries and beyond, are tackled as well as an effective implementation of a gender lens to the indicators and targets.
Stability-oriented macroeconomic policies	M	Jordan's new IMF-supported economic program is expected to provide incentives to the Government to ensure that macro-economic and financial policies remain sound, reforms stay on track and that fiscal buffers and reserves remain adequate. EU Macro-Financial Assistance which is conditional on the IMF-program provides additional incentives. Ongoing policy dialogue, also jointly with other partners.
Public Finance Management	M	Ongoing technical assistance from development partners and policy dialogue on the implementation of the 2018 PFM Strategy.
Commitment and access to information	M	Sufficient and fully committed political, financial and human resources as well as continuous and serious management and co-ordination efforts between all stakeholders are devoted to the programme. A MIS system will be improved integrating The Ministry of Social Development and all the relevant stakeholders. The M&E annual report will be based on the concerned MIS system and accessible to the stakeholders and to the public.
Commitment to gender equality	M	Full commitment at the policy and practical level from the Ministry of Social Development leadership, midlevel management and frontline staff. The programme will support to assure full gender equality in the targeted actions of the programme.
Protection of	M	The programme should place proper action plans

Human Rights of persons with disabilities.		related to follow-up and inspection mechanisms by social workers, particularly on Component 2 where the D-I strategy can cause harm if families and communities violate the rights of the cared-for individuals. (this includes sexual and gender-based violence to PWD)
Reluctance of external national stakeholders to create pressure for positive reforms	M	The programme will use international standards and benchmarks as public policy frameworks to pressure policy reforms. The programme will enhance the institutional co-operation and partnership with the whole relevant Social Protection and D-I strategies stakeholders, CSOs and Private Sector.
The Ministry of Social Development management is reluctant or unable to implement reform and to involve CSOs	M	The programme will support the capacities of the Social Workers and CSOs for an improved quality of service delivery as well as of other stakeholders working in the different fields under social protection in order to enhance the advocacy, monitoring and evaluating of social protection floors including the support to the SP dialogue and consensus through an effective awareness and communication actions
The Ministry of Social Development management is reluctant or unable to design a specific national framework for D-I	M	Conducive dialogue will be held with the Ministry of Social Development and HCPwD and other stakeholders in the Steering Committee meetings
The Ministry of Social Development & MoPIC are not sufficiently engaged in ensuring the relevance and credibility of public policies	L	There is a high interest and commitment from both the two Ministries to implement this BS modality and this will be confirmed through the improvement of the sector policy dialogue and the real involvement of all stakeholders engaged in the programme.

Assumptions

- Overall, it is assumed that (i) Government of Jordan's support particularly for the SP-sector will continue; that (ii) the involved top-management of the key *Ministries* active in the Social Protection sector remain committed to strengthening sector co-ordination; (iii) that top-management at the Ministry of Social Development commit themselves to the changes in the sector, (iv) and that NAF as operating agency for the Ministry of Social Development will continue functioning appropriately despite the additional challenges the agency faces.

- Support will have to be provided not only in the policy sphere, but also towards the strengthening the institutional capacity of the Ministry (see Specific Objective 2 in Paragraph 4.1.) to deliver population-based and results-oriented services with a focus on gender equality and women's empowerment.
- Sector policy is very much linked to co-ordination in the sector. Close co-operation at all institutional levels will however alleviate such risk, ensuring effective co-ordination between Ministries, entities and projects in the field of SP, in order to minimize duplication and contradicting policy advice in a fragmented environment. The Budget Support modality will further strengthen the co-ordination role assigned by the Government of Jordan to the Ministry of Social Development. The Ministry of Social Development will notably exercise its co-ordination power through the creation of a strong co-ordination Unit in partnerships with the Ministries, donors, and CSOs.

3. Lessons learnt and complementarity

3.1. Lessons learnt

In 2015, a Twinning Programme has been developed to support the Ministry of Social Development governance system and the staff capacities at the central and local levels and prepared sound working papers on the professionalisation of social work and on the way to involve the CSOs/charities in the social care assistance. The integrated character of this programme was considered as an important success by the beneficiaries and has inspired most of the following interventions and reform areas on social protection.

Lessons learnt should also mainly be drawn from the on-going EU “**Social protection programme**”. Its implementation duration is from 2019 to 2022. A number of challenges had to be taken into account in this programme implemented through a project modality including the review of existing legal frameworks to address the current misalignment with international laws; the incomplete and disjointed institutional framework, the fragmentation and duplication of programmes alongside poor interconnectivity between related governmental ministries; weak systems in place to monitor and evaluate progress against clearly stated objectives and weak technical, institutional and human resources capacities. In addition, one of the 3 components of the programme supports the D-I reform. Three main regional pilots for D-I have been selected (Karak for the South, Amman for the Centre and Irbid for the North) and will serve as test cases for the D-I component of the proposed programme.

Experience gained under the "**Skills for Employment and Social Inclusion** (SESIP 2015-2019), with an EU contribution of EUR 52 million, is relevant in terms of social inclusion. Under this programme, support to disadvantaged beneficiaries referred by NAF to training sessions enhanced employability and facilitated access to the Employment Services and Job opportunities based on private sector needs. It is recognised by the NAF, The Ministry of Social Development and the Ministry of Labour that SESIP has initiated the first process of an economic empowerment mechanism, by training 9,000 persons mainly in the area of soft skills prior to access to employment services and job opportunities. In 2019, through the TA support of the SESIP programme, a successful testing mechanism has been developed between NAF and the Ministry of Labour local services in 3 Governorates (Zarqa, Irbid and East Amman considered as the main poorest areas).

The overall experience gained in the SESIP programme demonstrates that a priority for NAF in order to implement its economic empowerment plan in the framework of the Takaful

programme should consist of giving the opportunity for vulnerable people to improve their life skills and their competencies.

3.2. Complementary, synergy and donor co-ordination

In donor co-ordination, the EU, the World Bank, the United Nations Children's Fund (UNICEF) and ILO, USAID, DfID and the Netherlands are the main donors in social protection in Jordan. The EU and DfID have co-chaired a strategic informal donors' group which focused on the transition of the multi-purpose cash assistance programmes within the Syrian crisis response into longer-term social protection schemes. The EU has regularly passed the message that a formal co-ordination mechanism should be put in place. In light of the COVID-19 response, the donors' co-ordination group has met regularly. A number of donors expressed their interest in funding the immediate response to the cash assistance needs that were expressed by NAF and MoSD. The EU, AFD and other donors have highlighted their plans to support the medium to longer-term responses to the crisis, mainly on economic resilience and social care.

In terms of complementarity, the most relevant is the "Social Protection" Programme. Concrete synergy should be sought, especially in the field of M&E, support to the D-I process, with the involvement of CSOs and families. Complementarity will be ensured as well with the EU Trust Fund Syria aiming to support opportunities for vulnerable categories to graduate from poverty through different types of modalities which will increase the range and variety of measures aiming at enhancing the provision of job opportunities to the poorest. While the EUTF intervention will pave the way towards the very first operationalisation of the NSPS (for Jordanians and Syrians), very close co-ordination between the two interventions (ENI/EUTF) on the economic empowerment actions and the implementation of some NSPS priorities supported by the two programmes will be ensured.

4. Description of the action

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

The general objective of the programme is to improve and modernise the quality and performance of the social protection system in Jordan in order to develop an equitable and inclusive society in compliance with the NSPS 2019-2025 priority areas.

1. The Specific Objective (SO) 1 is to revise the legal framework governing the social protection system and to modernise the social protection governance structures.

2. The Specific objective (SO) 2 is to support the Ministry of Social Development social workers and CSOs in the implementation of the De-Institutionalisation (D-I) strategy by improving the quality and the effectiveness of home-based family services, of community approaches and of daily care centres.

3. The Specific objective (SO) 3 is to improve the economic empowerment and social inclusion of the most disadvantaged categories that are identified by the Ministry of Social Development, through better access to training services and employment opportunities.

Expected Results

Result related to SO 1:

R. 1.1: The Ministry of Social Development 1956 law and the social workers by-laws are amended in compliance with the NSPS priorities;

R. 1.2: Inter-institutional partnership and co-ordination mechanisms between the Ministry of Social Development, NAF, The Ministry of Labour, the Ministry of Health, and other stakeholders in the areas of specialisations, access to employment and CSOs' involvement in the D-I reform are strengthened,

R.1.3. A cost-effective health insurance mechanism is adopted by NAF and the Ministry of Health and is operationalised.

Result related to SO2:

R. 2.1: A specialised and qualified pool of social workers and CSOs is developed to contribute to the modernisation and quality of the social services sector so as to support the implementation of the D-I strategy.

R. 2.2: The number of persons with disabilities (PwD) integrated from public or private institutions to daily care centres, home-based and other community approaches is increased.

Result related to SO3:

R.3.1: An economic empowerment framework is developed by NAF and the Ministry of Labour with other relevant stakeholders, in order to encourage private sector and employers to provide on-job training and/or employment to NAF beneficiaries, specifically targeting and engaging women and youth, and facilitate their access to the labour market with specific affirmative action measures.

R.3.2. An increased number of NAF beneficiaries and disadvantaged persons identified by the Ministry of Social Development are trained and accessing jobs.

Indicative activities

The indicative activities are, inter alia:

Component 1: the Ministry of Social Development Law and Social Workers by-laws will be reviewed so as to be compliant with the NSPS priorities; inter-institutional co-ordination mechanisms which clarify the governance structure and the interrelation between the Ministry of Social Development, NAF, the Ministry of Health, the Ministry of Labour and CSOs/WCSOs will be developed.

M&E for the implementation of the programme will be strengthened with respect to sectoral policy, sectoral strategy and sectoral spending.

The health Insurance mechanism covering NAF beneficiaries will be reviewed by all relevant stakeholders (Ministry of Social Development, NAF, the Ministry of Health and will include the entitlements of the population targeted as per NAF Expansion Plan. It may include an evaluation study of the current health care scheme covering NAF beneficiaries; the improvement of the information system covering the latter, the enhancement of the ability of the staff to manage a health insurance scheme based on real costing.

Component 2: The capacity of social workers will be improved and a pool of specialised and qualified Social Workers will be developed in order to contribute to the implementation of the D-I strategy. Accreditation and licensing of Social Workers will be initiated; plans will be drafted to support the establishment and the operationalisation of a new training centre for

Social Workers. A specific technical accreditation and/or certification mechanism for the recognition of qualified CSOs to support D-I should be developed.

In view of the support to the implementation of the D-I strategy, a 4 year-planning will be set to integrate certain numbers of PwDs from public or private institutions to their families and local communities. This requires strengthening their independent living skills and the skills of the families, relevant individuals and organisations.

Component 3: this programme shall invest in active labour market measures, including an institutional framework for economic empowerment between the Ministry of Social Development, NAF and the Ministry of Labour. The private sector, through the Sector Skills councils will be actively involved, as well as the new Technical and Vocational Skills Development Commission.

An integrated D-I and an Economic Empowerment Grant Scheme to the most vulnerable groups including NAF beneficiaries, with a particular focus on women, on women and men with disabilities and on youth, will be implemented.

4.2. Intervention Logic

The objective of the intervention is to strengthen the self-confidence and empowerment mind-set of the most disadvantages categories in the framework of the construction of an equitable and inclusive national protection system in Jordan. The aim is to build an effective process of operationalisation of the national reforms on Social Protection and D-I with a high equity and inclusiveness of the most disadvantaged categories.

The NSPS provides a relevant opportunity to build up the fundamental pillars of the Social Protection in Jordan on a comprehensive approach based on tight co-ordination, monitoring and accountability leading gradually to improvement of the integration between social assistance and employment opportunities for the benefit of all the disadvantaged categories based on their vulnerability situation. The cross-sectoral design of the programme will contribute to an enhanced access to employment (particularly for women and population groups from disadvantaged areas) and will eventually – in the medium to long term – reduce the burdens on social protection systems.

The three specific objectives and components are coherent and integrated with the three main pillars of the NSPS and will contribute accordingly to the achievements of the targeted results of the programme. There is also a real relationship between the revision of the legal and institutional framework governing the Social Protection Sector and the gradual implementation of the specific actions and institutional partnerships relating to the health insurance and economic empowerment of the NAF's most disadvantaged categories.

The main activities will consist of technical support and capacity building to accompany ongoing reforms addressing policy frameworks and human capacities. These activities link up the inputs and outputs: based on the availability of inputs and the effective implementation of the activities, the three specific objectives will increase their level of achievement and the potential of the action to have a meaningful impact in the three focus areas of reform.

The logic of intervention foresees an enhanced legal and policy framework, human capacities of the staff and monitoring and evaluation of the institutional beneficiaries', administrations

and their related centralized and de-centralized services including the Ministry of Social Development, the Ministry of Labour, the Ministry of Health, NAF, SSC and HCPwD with a close co-operation with CSOs and private sector.

The three specific objectives of the action will place specific emphasis on a rights-based approach, thereby providing citizens and the private sector with an increased sense of ownership and equity. Gender-sensitive budgeting, planning and monitoring of public policies will be foreseen, as well as enhanced transparency and user-friendly citizen engagement.

The effective impact of the action will depend on the political will and ownership of reforms by the targeted beneficiaries themselves. Capacity building and provision of technical support will have a limited impact if results obtained through the programme are not anchored in widely accepted reforms, or if there is a reversal of the ongoing reforms process.

4.3. Mainstreaming

The inclusion of the marginalised and vulnerable groups, their interests and their needs in all components of the programme is necessary; this is why the intervention will build on the outcomes and results of the current EU support programme in order to integrate the 'inclusion' principle in the framework of the implementation of the D-I strategy to families and the daily care centres in terms of accessibility to buildings and to information. The cross-sectoral design of the programme will also contribute to an enhanced access to employment of disadvantaged women, youth and population groups.

The present programme intends to give special focus on women and the mainstreaming of gender equality, not only in guaranteeing women and girls' access to social protection services but also in granting women and girls a voice to actively participate within civil society in the development and monitoring of the sector, in line with the EU Gender Action Plan (2016-2020).

A mechanism will also be adopted for the D-I implementation with particular focus on the potential economic impact that D-I will have on women caregivers within their families as well as on the possible SGBV (Sexual and Gender Based Violence) risks that can be associated with mental disabilities. The programme will ensure that they are co-ordinated and will agree on protection mechanisms of persons with disabilities including within the civil society support and on the professionalisation of social work, with continuous monitoring of the D-I process during its implementation.

4.4. Contribution to the SDGs

The NSPS relates to the SDGs²⁶ 1, 2, 3, 5, 8, 16. The Government of Jordan is fully committed to the implementation of the SDGs.

5. Implementation

5.1. Financing agreement

²⁶

More details on the cover page.

In order to implement this action, it is foreseen to conclude a financing agreement with the Government of Jordan.

5.2. Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 48 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 Decision and the relevant contracts and agreements.

5.3. Implementation of the budget support component

5.3.1. Rationale for the amounts allocated to budget support

The amount allocated for the budget support component amounts to EUR 18 million while complementary support amounts to EUR 6 million.

Complementary support will include:

1) Technical Assistance will be provided in the field of M&E and Change Management, Legislation, institutional and technical capacity building, as well as support to the Ministry of Social Development in its mandate on the NSPS strategy. Additionally, assistance to NAF and the Ministry of Labour is to be provided on economic empowerment and to the Ministry of Health on health insurance mechanisms;

2) Grant scheme to support the most disadvantaged categories through two lots. A first lot will cover economic empowerment to enhance self-reliance and to create employment initiatives. Moreover, the second lot will target direct support to families and the implementation of D-I through support to CSOs and CBOs.

3) TA for the independent assessment of the disbursement tranches.

5.3.2. Criteria for disbursement of budget support

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

- Satisfactory progress in the implementation of the NSPS 2019-2025 and D-I Action Plan and continued credibility and relevance thereof;
- 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 of the variable tranches are linked to the achievement of specific targets related to the NSPS and D-I key performance indicators and to the implementation of their related Action Plans.

KPIs that may be used for variable tranches indicatively include:

Results Area 1 – Improved governance performance management and revised legal framework governing the social protection sector;

Results Area 2 – Improved quality of service delivery by the social workers and CSOs and strengthened access and equity of the targeted beneficiaries to the social protection services;

Result Area 3: - Increased number of self-reliant targeted NAF beneficiaries and other types of disadvantaged social groups who are trained and employed.

Note that any change to the targets should be agreed ex-ante at the latest by the end of the first quarter of the assessed year. The agreed changes to the targets and indicators shall be agreed in advance and may be authorised in writing (through an amendment to the financing agreement, which may be done through an exchange of letters).

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.

A preliminary logical framework is attached.

5.3.3 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 Dinars (JOD) will be undertaken at the appropriate exchange rates in line with the relevant provisions of the financing agreement.

5.4. Implementation modalities for complementary support to budget support

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures²⁷.

5.4.1. Grants (direct management):

(a) Purpose of the grant(s)

The grants will contribute to achieving SO2 and SO3, The grants will be awarded with the objective of strengthening community and CSOs participation in line with the new social protection policy framework. They will scale up the ongoing intervention, enhancing quality of service delivery by CSO and CBOs through the support to micro-initiatives, the direct support to the families concerned by the D-I actions and measures enhancing access to the labour market as well as self-employment.

(b) Type of applicants targeted

The targeted applicants will be CSOs responding to the criteria to be identified during the preparation of the call for the proposals guidelines.

²⁷

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.

5.4.2. Procurement (direct management)

Technical Assistance will provide advice, capacity and quality monitoring in order to achieve specific objectives 1, 2, and 3.

In addition, one or more contracts will be used for the assessment of the budget support tranches.

5.5. 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 products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6. Indicative budget

	EU contribution	Third party contribution
Sector Budget Support	18 000 000	
Grants – total envelope Lot 1 D-I and Lot 2 Economic Empowerment	3 500 000	N.A.
Procurement – total envelope	1 600 000	N.A.
Evaluation, Audit/ Expenditure verification	200 000	N.A.
Communication, Awareness-raising and visibility	500 000	N.A.
Contingencies	200 000	N.A.
Total	24 000 000	0

5.7. Organisational set-up and responsibilities

Regular policy dialogue will take place with the Ministry of Social Development and the main stakeholders of the Social Protection sector. A Programme Steering Committee (SC) will be formed and will meet at least twice a year to endorse strategic orientations, oversee programme execution, and facilitate implementation of the activities. The SC will be chaired by Ministry of Social Development operating as a secretariat in co-operation with the Ministry of Planning and International Co-operation. It will include representatives from the key governmental Social Protection and relevant national Stakeholders, CSOs and private sector representatives, with the EU Delegation as an observer.

The SC will monitor the overall implementation of the project, review project progress, coordinate the different results areas and guide the actions to the successful achievement of the project objectives. It will approve the reports and work plans. It will also help co-ordinate between all Jordanian institutions and groups likely to be involved in the programme. The SC discussions will feed into the policy dialogue under the NSPS 2019-2025 and D-I strategies and the implementation of their respective Action Plans.

5.8. Performance and Results monitoring and reporting

Successful policy implementation requires facilitating policy development and monitoring its implementation progress as well as measuring outcomes in terms of socio-economic developments. A transparent performance tracking process is needed along with progress reports, which are issued by the Government and its implementing entities as prerequisites for periodic updating and revision to reflect political, economic and social developments.

Concerning Indicators measuring social protection performance reference shall be made to the Concept Paper No 5, Implications for EC programming from the Directorate-General for International Co-operation and Development (European Commission, January 2017).

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 results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Logframe matrix (for project modality) or the partner's strategy, policy or reform action plan list (for budget support).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

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).

5.9. Evaluation

A final evaluation will be carried out for this action or its components via independent consultants. The mid-term evaluation will be carried out for problem solving and for learning purposes, in particular with respect to adjusting the action to political developments in Jordan. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation 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. 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. Indicatively, one contract for final evaluation services shall be concluded under a framework contract.

5.10. Audit

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 audits or expenditure verification assignments for one or several contracts or agreements. Indicatively, four contracts for audit services shall be concluded under a framework contract in 2019 and 2021.

Certification of expenditure will have to be submitted as part of the contracts implementing this decision. Evaluations of the results achieved by some of the projects financed under this Decision may be conducted by external experts entrusted by the Commission, along with external audits on the initiative of the Commission, if necessary. These evaluations and audits will be funded from the programme budget.

5.11. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Indicatively one service contract will be awarded on Communication, Awareness-raising and EU visibility activities to be concluded in 2021.

INDICATIVE LOGFRAME MATRIX (overall, incl. Budget Support, Grant and Technical Assistance)

	SECTOR OBJECTIVE		SOURCE OF VERIFICATION	ASSUMPTIONS
OVERALL OBJECTIVE	The overall objective of the intervention is to improve and modernise the quality and performance of the social protection system in Jordan in order to develop an equitable and inclusive society in compliance with the NSPS 2019-2025 priority areas.	Percentage of the population covered by social protection systems disaggregated by sex, governorate, unemployed persons, disability and age groups	Non applicable	(i) Government of Jordans support particularly for the SP-sector will continue; (ii) the involved top-management of the key Ministries active in the Social Protection sector remain committed to strengthening sector coordination; (iii) that top-management at the MoSD commit themselves to the changes in the sector, (iv) and that NAF as operating agency for the MoSD will continue functioning appropriately despite the additional challenges the agency faces.
OUTCOME SPECIFIC OBJECTIVES	1. The Specific Objective (SO) 1 is to revise the legal framework governing the social protection system and to modernise the social protection governance structures. 2. The Specific objective (SO) 2 is to support MoSD	(SO1) Number of amended legislations in place which expand the social protection coverage and include non-state actors in the design and implementation of	- Jordan NSPS 2019-2025 - Jordan NSPS Action Plan - Jordan MoSD Strategy Plan 2017-2021	Sector policy is very much linked to coordination in the sector. Close cooperation at all institutional levels will

	<p>social workers and CSOs in the implementation of the De-Institutionalisation (D-I) strategy by improving the quality and the effectiveness of home-based family services, of community approaches and of daily care centres.</p> <p>3. The Specific objective (SO) 3 is to improve the economic empowerment and social inclusion of the most disadvantaged categories that are identified by MoSD, through better access to training services and employment opportunities.</p>	<p>social protection schemes.</p> <p>(SO2) Number of national schemes with improved administrative and delivery mechanisms/M&E Frameworks as reflected in the De-I Strategy and its implementation manual.</p> <p>(SO3) Number and ratio of targeted vulnerable groups benefiting from economic and social inclusion programmes (for which gender and governorate disaggregated data and qualitative information on social and financial inclusion of the most disadvantaged categories are publicly available).</p>	<p>- Jordan Vulnerability Assessment</p> <p>- Jordan draft Graduation Strategy</p> <p>- Jordan De-Institutionalisation Strategy.</p>	<p>however alleviate such risk, ensuring effective co-ordination between Ministries, entities and projects in the field of SP, in order to minimise duplication and contradicting policy advice in a fragmented environment.</p>
	8 RESULTS	7 INDICATORS	SOURCE OF VERIFICATION SUMMARY	ASSUMPTIONS
RESULTS	<p>Result related to SO 1:</p> <p>R. 1.1: The MoSD 1956 law and the social workers by-laws are amended in compliance with the NSPS priorities;</p> <p>R. 1.2: Inter-institutional partnership and coordination mechanisms between MoSD, NAF, MoL, MoH, and other stakeholders in the areas of specialisations,</p>	<p>1.1. Legal framework for implementation NSPS 2019-2025 is in place.</p> <p>1.2. Target population is entitled to access health providers, while MoSD/NAF will subsidise</p>	<p>1.1. The laws and by-laws adopted are published in the Official Gazette.</p> <p>2.1 MoSD and NAF annual reports on the adopted Health</p>	<p>- Jordan's resilience to (regional) challenges persists;</p> <p>- Strong political will for implementing the NSPS 2019-2025 and improving health</p>

	<p>access to employment and CSOs' involvement in the D-I reform are strengthened, R.1.3. a cost-effective health insurance mechanism is adopted by NAF and MoH and is operationalised.</p> <p>Result related to SO2: R. 2.1: A specialised and qualified pool of social workers and CSOs is developed to contribute to the modernisation and quality of the social services sector and the support to the implementation of the D-I strategy. R. 2.2: The number of persons with disabilities (PwD) integrated from public or private institutions to daily care centres, home-based and other community approaches is increased.</p> <p>Result related to SO3: R.3.1: An economic empowerment framework is developed by NAF and MoL with other relevant stakeholders, in order to encourage private sector and employers to provide on-job training and/or employment to NAF beneficiaries, specifically targeting and engaging women and youth, and facilitate their access to the labour market with specific affirmative action measures. R.3.2. An increased number of NAF beneficiaries and disadvantaged persons targeted by MoSD are trained and accessing jobs.</p>	<p>their contributions to health insurance for one year. 2.1. Capacity of Social Workers improved. 2.2/2.3. Number of integrated PwDs from public or private institutions to (alternative) families. 3.1. N° of NAF beneficiaries trained and N° of trained and employed. 3.2. N° of NAF beneficiaries and poor families benefitted and sustained their Micro Finance and small enterprises provided by MoSD-Family Productive Dep. 3.3. N° of NAF beneficiaries and poor youth and women benefited from grants scheme, and created or expanded individual or collective enterprises or economic initiatives.</p>	<p>Insurance to poor. 2.2/2.3. National Strategic Executive De-I Plan for public and private sectors 2019/2022; MoSD annual monitoring and Evaluation Report; MoSD and HCPwD data and reports on the De-I persons. CSOs annual report 3.1. Signed copy of the institutional framework; signed copy of referral graduation manual and Annual report about NAF graduated trainees and employed. 3.2 Copy of the micro-finance and small grants procedural manual used y MOSD 3.3. Copy of grants call for proposal manual, copy of Grants application assessment report. Grants annual report.</p>	<p>coverage for target population; - Jordan`s committed to women rights conventions and the programme should be aligned with EU gender action plan 2016; - Jordanian CSOs are engaged and able to push public institutions for continued political and social reforms; - Effective coordination and communication under the institutional partnership framework between MoSD, MoL, and NAF leadership will lead to implement NAF Graduation Plan.</p>
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