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ANNEX II

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

Action Document for EU Support to Social Inclusion in Jordan under the Syria Response

ANNUAL SPECIAL MEASURE

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

1. SYNOPSIS

1.1. Action Summary Table

1. Title OPSYS Basic Act	EU Support to Social Inclusion in Jordan under the Syria Response Special Measure in favour of the Hashemite Kingdom of Jordan for 2023 OPSYS business reference NDICI-GEO-NEAR/2023/ACT-61729 ABAC Commitment level 1 number: JAD.1210674 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
2. Economic and Investment Plan (EIP)	No
EIP Flagship	No
3. Team Europe Initiative	No
4. Beneficiar(y)/(ies) of the action	The action shall be carried out in The Hashemite Kingdom of Jordan.
5. Programming document	N/A
6. Link with relevant MIP(s) objectives / expected results	N/A
PRIORITY AREAS AND SECTOR INFORMATION	
7. Priority Area(s), sectors	Social protection (160)
8. Sustainable Development Goals (SDGs)	Main SDG: 1 End poverty in all its forms everywhere Other significant SDGs:

	SDG 5 (gender equality); SDG 10 (reduced inequalities within and among countries); SDG 8 (decent work and economic growth)			
9. DAC code(s)	16010 – social protection – 100%			
10. Main Delivery Channel	UN Entities – 41100			
11. Targets	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Human Rights, Democracy and Governance			
12. Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women’s and girl’s empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	13. Internal markers and Tags	Policy objectives	Not targeted	Significant objective
EIP		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
EIP Flagship		YES <input type="checkbox"/>		NO <input checked="" type="checkbox"/>
Tags		YES		NO
transport		<input type="checkbox"/>		<input checked="" type="checkbox"/>
energy		<input type="checkbox"/>		<input checked="" type="checkbox"/>
environment, climate resilience	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
digital	<input type="checkbox"/>		<input checked="" type="checkbox"/>	

	economic development (incl. private sector, trade and macroeconomic support)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	human development (incl. human capital and youth)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	health resilience	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	migration and mobility	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	agriculture, food security and rural development	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	rule of law, governance and public administration reform	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	other	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Digitalisation	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Tags	YES	NO
	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	digital governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Tags	YES	NO
	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	health	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Migration	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reduction of Inequalities	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION			
14. Amounts concerned	Budget line(s) (article, item): 14.020110 Southern Neighbourhood Total estimated cost: EUR 30 000 000.00 Total amount of EU budget contribution: EUR 30 000 000.00		
MANAGEMENT AND IMPLEMENTATION			
15. Implementation modalities (management mode and delivery methods)	Indirect management with pillar assessed entities (United Nations High Commissioner for Refugees (UNHCR), World Food Programme (WFP), United Nations Children's Fund (UNICEF) and United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)).		

1.2. Summary of the Action

The Hashemite Kingdom of Jordan adopted in 2019 a comprehensive and ambitious National Social Protection Strategy (NSPS 2019-2025)¹ that sits on three pillars: Social Assistance (Dignity pillar), Decent Work and Social Security (Opportunity pillar) and Social Services (Empowerment pillar). Although refugees are not formally included in this strategy, they can in practice access a number of services at the level of community centres across the country (Empowerment pillar); social assistance (dignity pillar) is provided through parallel systems for Jordanians and refugees.

Building on previous and ongoing EU actions in the area of social protection, the current action proposes to work towards stronger self-reliance for refugees and vulnerable host communities. In other words: transitioning beneficiaries from a system of pure cash assistance so that they become self-reliant and eventually able to contribute to social security schemes. In recognition of the reality that not all individuals will be able to graduate out of social welfare and/or cash assistance due to compounded vulnerabilities, the action will continue to provide support to cash assistance to the most vulnerable among the Syrian refugee population in Jordan.

In parallel, the Action provides funding for the continuation of multi-sectorial support in the areas of social protection, non-formal education, skills development, women economic empowerment and health for vulnerable youth and women in host communities through UNICEF-supported Makani centres and UN Women-supported Oasis centres. A strong emphasis is put on building capacity for the transition of responsibilities from UN partners to the Ministry of Social Development for both programmes.

The Overall Objective / Impact of this action is therefore to lay the foundations of a comprehensive and sustainable social protection system for vulnerable refugees and Jordanians.

The Specific Objectives / Outcomes of this action are:

1. The effectiveness of the cash assistance model for refugees is improved.
2. Donor-supported Makani and Oasis social service models are integrated into the national social protection framework.

As part of the regional response to the Syria Crisis, the programme contains good links to the priorities identified in the “Multiannual Indicative Programme” (MIP) for Jordan for 2021-2027², especially priority 3, “Investing in Human Development and Employability”, as well as linking to the multi-country “Migration Programme for the Southern Neighbourhood”, specifically support to displaced people. The action is in line with the Partnership Priorities 2021-2027³ in which the EU and Jordan reaffirmed their commitment to provide assistance and effective protection to all refugees in Jordan and to developing a targeted and comprehensive social protection system that will ultimately strengthen Jordan's resilience. In addition, the proposed intervention is aligned to at least two policy areas identified in the New Agenda for the Mediterranean and its Economic and Investment Plan, namely on resilience and prosperity for what concerns creation of equal economic opportunities for all and on migration and mobility⁴. This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 1 (No poverty), SDG 5 (Gender equality), SDG 8 (Decent work and economic growth) and SDG 10 (Reduced inequalities).

¹ <https://www.unicef.org/jordan/media/2676/file/NSPS.pdf>

² C(2022)3821

³ UE-RHJ 3304/22 ADD 1

⁴ Joint Communication ‘A Renewed Partnership with the Southern Neighbourhood - a New Agenda for the Mediterranean’ – JOIN(2021)2 final of 09/02/2021

1.3. Beneficiaries of the action

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

2. RATIONALE

2.1. Context

In the last two decades, Jordan has been affected by successive external shocks that have destabilized its economy and jeopardized its social stability, including the world financial crisis of 2007/2008, the start of the “Syrian refugee crisis” in 2011/2012, and the discontinuation of its traditional trade relations with neighbouring Syria and Iraq, and the COVID-19 pandemic in 2020. Such shocks have hindered economic growth (GDP growth plummeting from 8.6 percent in 2008 to 2.2 percent in 2021), impeded international and local investments, hampered job creation and led to increased unemployment (from 13% of the labour force in 2005 to 23% in 2021) and poverty amongst Jordanians (from 14.4% of the population in 2010 to 15.7% in 2019)⁵. Amongst UNHCR-registered Syrian refugees, who represent a population of about 661,854⁶ persons today, poverty rates remain high at about 78% in 2019 (down from 96% in 2015). The total number of Syrians living in Jordan is estimated at around 1.36 million. They make up about 12.3% of the total population in Jordan and an overwhelming majority of them is living outside of camps⁷.

The outbreak of the Russian war of aggression against Ukraine and its consequences, including rising fuel and electricity prices, as well as cuts in subsidies by the authorities, is impacting Jordan’s already difficult socioeconomic context, and thus aggravating the risks of a social destabilization of the country. This worsening socioeconomic context has led refugees and vulnerable Jordanians to resort to negative coping strategies such as child labour, early marriage, indebtedness, substandard food consumption, postponement of medical interventions and engagement in hazardous jobs. At the centre of the EU’s priorities is the **humanitarian-development nexus to advance self-reliance strategies** that allow refugees and vulnerable Jordanians to graduate from social assistance, while keeping in mind the remaining needs for basic services (safety nets, social health insurance etc.) of a substantial segment of Jordan’s resident population. This also reflects the EU’s geopolitical priorities as formulated in the “Joint Communication on a Renewed Partnership with the Southern Neighbourhood – a New Agenda for the Mediterranean⁸”, the annexed Economic and Investment Plan⁹ and related Council Conclusions¹⁰, as well as international responsibility-sharing with regards to hosting refugees, equally reflected in the EU policy framework¹¹.

The **Jordan Compact**¹² builds on the **Jordan 2025 national vision and strategy**, the national blueprint for a ten-year economic development path. The latter identifies three major priorities: (i) addressing currently high levels of unemployment, particularly for women and youth, (ii) reducing poverty, which is concentrated in disadvantaged regions and (iii) increasing investment. The effectiveness and efficiency of the Syria Response is therefore closely linked to developments in Jordan. Even more so as prospects of return remain

⁵ UNICEF, *Geographic Multidimensional Vulnerability Analysis – Jordan*, 2020, <https://www.unicef.org/jordan/Geographic-Multidimensional-Vulnerability-Analysis>

⁶ February 2023

⁷ Only 20% of official UNHCR-registered Syrian refugees live in camps.

⁸ Joint Communication ‘A Renewed Partnership with the Southern Neighbourhood - a New Agenda for the Mediterranean’ – JOIN(2021)2 final of 09/02/2021

⁹ SWD(2021) 23 final

¹⁰ <https://data.consilium.europa.eu/doc/document/ST-7931-2021-INIT/en/pdf>.

¹¹ Lives in Dignity communication; Migration and Asylum Pact

¹² EU-Jordan Compact contains a comprehensive package which combines assistance in diverse policy areas such as trade, employment, mobility, countering violent extremism and education. In exchange, Jordan has adopted diverse measures to facilitate social and economic inclusion of Syrian refugees.

uncertain and inclusion and sustainability issues move to the fore, given a weakening rationale for humanitarian approaches. An approach that ensures inclusiveness of all vulnerable groups should be sought, ensuring more and more alignment between the EU's bilateral and Syria crisis response programmes. This is also emphasised in the **Multi-annual Indicative Programme (MIP) 2021-2027**¹³ for Jordan and in full adherence with the priorities of the Commission: "Alliances for Sustainable Growth and Jobs", and "Migration Partnerships".

Since the signing of the Jordan Compact in 2016 between Jordan and its main partners (including the EU), national and international institutions have focused their efforts on facilitating the transition of vulnerable refugees and Jordanian hosts from dependence on national and internationally-subsidized welfare systems (cash assistance) to self-reliance through formal employment tied to contributory social security¹⁴. Through the exceptional incentive measures Jordan has taken to facilitate the access of the Syrian refugees to the formal labour market (free and flexible work permits, decent cash-for-work programmes etc.), the total number of Syrian refugee workers with a work permit has increased from 36,790 in 2016 to a record of 62,457 in 2022¹⁵. Yet, this is lower than the target of 200,000 work permits as per the Compact agreement. Furthermore, only some 11,000-13,000 of them are registered with the Social Security Corporation (SSC). A majority of Syrian refugee workers thus continue to operate in the Jordanian labour market with various degrees of informality.

Within the field of social protection, the EU has stepped up its support in the past few years, in line with **EU-Jordan Partnership Priorities until 2027**¹⁶, through both bilateral and EU Trust Fund (EUTF) in response to the Syria crisis programmes. Under the **Multi-annual Indicative Programme (MIP) 2021-2027 priority 3 "Support to Human Development"**, the EU supports the enhancement of Jordan's comprehensive social protection system, through contributory and non-contributory schemes and linkages with the economic empowerment of vulnerable people, including refugees. On "graduation from cash assistance and poverty", the EU aspires to assist the Jordanian government in generating evidence-based knowledge on the effectiveness of social protection in reducing poverty and vulnerability, addressing inequality and promoting social cohesion.

Under the Education portfolio, the EU, together with other donors, has been supporting the UNICEF implemented Makani programme. The Makani programme is one of UNICEF's most significant initiatives, in partnership with the Ministry of Social Development (MoSD) and the Ministry of Education (MoE), promoting the well-being of the most vulnerable children and young people in Jordan, across the life cycle, through a coherent and consistent multi-sectoral approach, grounded in a strategic partnership with local stakeholders¹⁷. The centres have become an important reference point for communities and are also working as referral centres to the certified Non-Formal Education (NFE) and formal school systems in addition to providing specialized health, protection, and livelihood services. Under the EUTF Livelihoods portfolio, the EU has funded since 2018 UN Women's Oasis centres¹⁸ in and out of refugee camps. The holistic Oasis approach addresses not only the immediate skills needed for economic participation but also the broader social challenges that prevent women's empowerment and entry in the labour market. The Oasis centres provide cash for work, skills development and education opportunities, Gender-based violence prevention and protection services, and enhance leadership and participation of vulnerable women in community mobilisation, decision-making and social cohesion, including through engagement of men and boys towards

¹³ C(2022)3821

¹⁴ By virtue of the Compact, Jordan was to formalize the employment of some 200,000 workers (based on a rough estimate of Syrian workers) in sectors earmarked for migrant workers in exchange for increased international investments, simplified access of Jordanian exportations to the EU market and access to multi-year grants and concessional loans.

¹⁵ UNHCR data, livelihood working Group, <https://data.unhcr.org/en/documents/details/98714>

¹⁶ <https://data.consilium.europa.eu/doc/document/ST-3304-2022-ADD-1/en/pdf>

¹⁷ As of January 2023, a total of 136 Makani centres operate in Jordan, including 20 in refugee camps, 65 in host communities and 51 in Informal Tented Settlements.

¹⁸ The Oasis model was developed as a response to the Syria Crisis in 2012 to respond to gender-based violence in refugee camps. In addition to 4 centres in refugee camps, the model expanded to 18 centres in host communities across the country by end of 2022.

gender equality. Taking into account this broadened scope of services, the MoSD is building a strategy for comprehensive social care centres that could integrate the Makani and Oasis services.

In addition to the support to the implementation of the National Social Protection Strategy (NSPS) 2019-2025, considerable EU support goes to the economic empowerment of the National Aid Fund (NAF) beneficiaries towards a durable transition from cash assistance to employment. On the EUTF side, UNHCR implements a similar programme since 2020 for vulnerable refugees, Syrians in particular, to meet their basic needs through social transfers and to put in place a referral system to livelihoods opportunities in partnership with the International Labour Organisation (ILO) and UNICEF. Currently under negotiation, the EU intends to contract in 2023 a new programme¹⁹ titled “*EU Support to livelihoods under the regional response to the Syrian crisis*” that aims at increasing the socio-economic well-being of vulnerable refugees and host populations in Jordan and decreasing relative inequalities through improved skills development and employment opportunities. Also to be contracted in 2023 is the programme²⁰ “*EU Support to inclusive, equitable and quality education for Syrian refugees and vulnerable children and youth in host communities in Jordan*”, which includes a one-year transition funding to UNICEF for Makani centres to facilitate the shift of approach from education to broader social protection, which is now consolidated in this Action.

Major partners in the fields of livelihoods, social protection, gender and refugee response are the Netherlands, United Kingdom, Germany, Switzerland, Sweden, and the United States of America. The French Development Agency (AFD) and Expertise France (EF) will continue working in the social protection area building on the current EU/EF action “Stronger Together”, with a new EUR 10 million intervention focusing on localisation of social services and capacity building of MoSD; World Bank has a programme on Economic Opportunities for Jordanians and Syrian Refugees started in 2020 with disbursement indicators linked to refugees’ registration in social security by the end of 2023. The programme focuses on access to work, entrepreneurship opportunities and finance through digital financial services; the United Nations High Commissioner for Refugees (UNHCR) covers basic needs, health, and education, under the umbrella of protection through its cash assistance programme²¹; the World Food Programme (WFP) provides cash for food assistance that must be used in designated supermarkets inside refugee camps and outside in regular shops. In 2022, the WFP launched an ambitious skills mapping data collection exercise targeting 68,000 families (census of working age refugee population). Its goal is to set up a systematic referral mechanism that, based on the skills’ requirements of the private sector and livelihood/resilience programmes, will systematically connect work-ready refugees with income-generating opportunities. UN Women supports national stakeholders to mainstream gender into humanitarian action, resilience building and sustainable development initiatives, notably the Jordan National Commission for Women (JNCW) on the 2020-2025 National Strategy for Women (NSW). The JNCW co-chairs, with UN Women and the EU, the Gender Partners’ Coordination Group (GPCG).

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

¹⁹ C(2022)8006 - Commission Implementing Decision of 11.11.2022 on the financing of the Special Measure in favour of the Hashemite Kingdom of Jordan for 2022

²⁰ idem

²¹ Targeting is done through vulnerability assessments to reach the very poor with limited to no capacity for self-sufficiency and who have a high dependency ratio. In terms of numbers, 30,000 families living outside of camps receive this assistance every month (around 120,000 people) and 24,000 families living in camps (around 110,000 people). UNHCR is working on a strategy to improve the enabling environment for refugees to become more self-sufficient and is also looking to further align its vulnerability criteria with NAF’s through a pilot approach. The delivery of cash through e-wallets is promoting the financial literacy/inclusion of refugees (e.g. transaction history for credit, money management skills, bill paying).

2.2. Problem Analysis

Cash assistance support (in cash or in-kind) remains a lifeline for persons identified as vulnerable during the bi-annual Vulnerability Assessment Framework²² (VAF) population surveys based on observable criteria, such as insufficient income and level of expenditure (below poverty line); the number of dependents and of disabilities in the household; the gender, health, education and marital status of the head of household, and household coping strategies. Of particular concern are those refugee households (about 65% of recipients of UNHCR cash assistance) with no or few members able to engage in durable gainful employment, due to (compounded) vulnerabilities (e.g. age, disability, lack of/sufficient income, lack of childcare support, etc.). However, as mentioned by the 2022 VAF Report²³ for refugees living in host communities, the amount of assistance provided by UNHCR to cover the cost of rent, water and utilities bills (on average 180 JOD/225 EUR per family) ranges at around 70% of the minimum survival expenditure basket, resulting in the adoption of negative coping strategies (child labour, debts, reduction of food and medical expenses etc.) Therefore, cash assistance may be blended with other elements to improve self-resilience, including vocational training and livelihood opportunities, awareness raising sessions or support through case management and individual psychosocial support²⁴. Recent developments in the cash assistance programmes have shown more focus on improved targeting oriented towards harmonization of vulnerability criteria between the UNHCR and the NAF, financial inclusion (e-wallets), a skills mapping exercise with WFP and making the link with graduation programmes. Such developments are facing a set of challenges, namely, decreasing international funding for cash assistance despite growing needs and limited access to the local labour market for refugees. Furthermore, many vulnerable refugees prefer operating in the informal labour market, mainly because of the scarcity of decent jobs and fear that formalization jeopardizes entitlements such as cash assistance or resettlement.

Since 2018, donors have encouraged UNICEF as well as UN Women to look into an evolving phased strategy to empower national actors and provide a more sustainable approach to the Makani and Oasis programmes. This is still work in progress, in particular as the current socio-economic situation and the COVID-19 pandemic substantially increased the need for the services provided. In addition, Jordanian authorities in the past two years indicated that they considered Makani centres rather as social care centres instead of educational centres and thus pushed donors to reconsider support to Makani under social development priorities. As highlighted in the recent EUTF Syria Results Oriented Monitoring (ROM) report²⁵, UNICEF has made a substantial effort to promote the sustainability of the Makani centres through: i) creation and strengthening capacities of local partners and the Ministry of Social Development (MoSD); ii) nationalisation process of some components of the Programme; iii) cost reduction (for example, solar panels), or cost-sharing; and (iv) incorporation of humanitarian/development/peacebuilding (HDP) nexus approach in the programme. For the implementation of the Oasis model in MoSD's Community Centres, UN Women has promoted national ownership and joint collaboration with MoSD, including through: i) utilizing the MoSD National Aid Fund vulnerability criteria for Incentive-based Volunteers (IBV) selection and jointly conducting the selection process, ii) MoSD's allocation of national budget funds to cover parts of the centre running costs and loans for Oasis graduates, and iii) joint collaboration between UN Women and MoSD staff in each Oasis centre and at the national level. However, the exit strategy for UN-supported centres and their future integration into existing national structures remains a challenge. On the government side, specific budget lines for the operation of Makani and Oasis centres are being created, showing an initial national commitment. MoSD management is in favour of institutionalising the donor-supported programmes such as Makani and Oasis and has taken the initiative to conduct a mapping exercise²⁶ for integrating all services (be they MoSD, Makani or

²² Set of 70 indicators collected by UNHCR through home visits and Focus Group Discussions.

²³ UNHCR (2022). *Verification Assessment Framework: Population Survey of Refugees Living in Host Communities*. Jordan. <https://data.unhcr.org/en/documents/details/93754>

²⁴ UNHCR, *Guidelines on Cash for Protection Programming in Jordan*

²⁵ 26.07.2022 Education, Makani ("My Space") Programmes and WASH Covid-19 response for Vulnerable Syrians and Host Community School-aged Children in Jordan T04.172

²⁶ To see how to expand on services provided by Makani and Oasis and institutionalise services into MoSD system. The goal is to create a unified structure, merge some of these centers and turn them into "safe spaces".

Oasis) into comprehensive MoSD community centres. This should hopefully help to optimise the use of MoSD's limited resources and guarantee sustained quality of service delivery. This effort will be supported with technical assistance (TA) under the ongoing bilateral Social Inclusion programme²⁷, in order to prepare a costed action plan, implement an initial pilot in three centres, and roll out a strategy for all remaining centres. The current intervention proposes to provide bridge funding from a fully UN-supported operation towards the MoSD integrated approach outlined above. Continued service delivery in the centres is therewith guaranteed while UN partners can work with the MoSD to ensure adequate capacity build-up and transfer of know-how.

Regarding the linkages with national social assistance mechanisms, UNICEF has supported the National Aid Fund (NAF) in the design and implementation of the NAF expansion: the Takaful cash transfer programme. Furthermore, in 2021 UNICEF and NAF launched the Takaful+ initiative to further enhance the coverage and integration of social protection services at the national level in alignment with the NSPS and to establish further synergies and linkages between the humanitarian and the national system. Takaful beneficiaries are referred by NAF and targeted by Makani outreach teams through an innovative Management Information System (MIS) and geographically digitized approach to ensure that NAF beneficiaries have access to complementary social protection services beyond the cash support.

Under the upcoming education programme²⁸ referred to above, the EU foresees the set-up of a steering committee that involves MoE, MoSD and UNICEF to facilitate the transition of Makani from the education sector to the social protection sector. The Steering Committee will provide strategic direction to the transition. Initial discussions with other donors of Makani (e.g. NL, DE) have started on a coordinated transition approach and possible exit strategy. The EU will promote a similar approach with UN Women and other donors involved in the financing of the Oasis centres, building on the outcomes of a review process launched recently by UN Women.

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

- **Ministry of Planning and International Cooperation (MOPIC):** 1) Holds overall responsibility for the coordination of the Syria response (Jordan Response Plan); 2) Works as a liaison between donors and international organisations, and the ministries and government institutions.
- **Ministry of Social Development (MoSD):** responsible for facilitating the policy dialogue and the coordination of social protection policies. MoSD is the lead Ministry in the implementation of the National Protection Strategy (2019-2025) that focuses on the durable economic self-sufficiency of all Jordanians through access to the labour market; empowerment through trainings, health care and extended health insurance, and social services; and better targeted social assistance for the most vulnerable²⁹. The current NSPS mentions in a footnote that refugees will be integrated under the next National Social Protection Strategy (2025-2030); at present, refugees are practically already covered under the NSPS in the Empowerment pillar (through access to social services) and the Opportunity pillar (through employment).
- **National Aid Fund (NAF):** under the tutorship of the board of directors, the NAF is responsible for the social assistance programmes for the most vulnerable segments of the Jordanian population. NAF's forward looking priorities are unifying programmes (based on vulnerability/multidimensional poverty index) and economic empowerment/graduation.
- **UN partners (UNHCR, WFP, UN Women and UNICEF):** provide under their respective mandates the technical support to government institutions.

²⁷ C(2020) 5743 final

²⁸ "EU Support to inclusive, equitable and quality education for Syrian refugees and vulnerable children and youth in host communities in Jordan"; C(2022)8006 - Commission Implementing Decision of 11.11.2022 on the financing of the Special Measure in favour of the Hashemite Kingdom of Jordan for 2022

²⁹ <https://www.unicef.org/jordan/media/2676/file/NSPS.pdf>

- **Civil society organisations** (CSOs) and International Non-Governmental Organisations (INGOs) provide the most vulnerable people and refugees with services for social protection and inclusion (currently, NGOs manage 100 of the 139 Makani centres under UNICEF technical oversight).
- **Refugees and host communities.** The final beneficiaries are also considered as a stakeholder and will be consulted to ensure this action is adapted to their needs. In particular, refugee engagement and roles in camp management and assistance delivery – both in and out of camps – is seen as critical.
- **International partners:** the number of actors in the social protection sector is relatively high, making donor coordination a major endeavour. The Social Protection Donors Coordination Group (SPDG), which meets quarterly, was established with EU chairmanship initially and then passed on to the Netherlands and the UK in February 2021. The EU actively participates in the SPDG and could take up a leading role in the near future.

2.3. Lessons Learned

The Outcome Evaluation of EUTF 2014 – 2021 (April 2023) identified a number of factors that have negatively influenced the achievement of outcomes of the EUTF and undermines the sustainability of the support provided. These include the legal restrictions for refugees accessing the labour market and benefitting from related services, the lack of national institutions' capacities and resources for appropriation, or the use of parallel systems for the social protection of refugees and national citizens. The key guiding principle in EU actions should be to embed support in government institutional structures, which is conducive for a continued provision of services. Further investments are needed in programmes that integrate protection with livelihoods interventions, either in integrated programming or through specific graduation models. Also, investing in the quality of services to have a strong system in place and to better monitor the services provided was cited as important.

UNHCR ROM (December 2021): Concluded that UNHCR has a consolidated experience in implementing social transfer programmes in Jordan³⁰, but there is an urgent need to scale up the current classic response of cash assistance for a wider development approach in order to be able to change the situation of refugees and help them exit this type of funding. The ongoing UNHCR action is based on the assumption that the graduation approach will provide the capacity needed to meet the needs of the refugees and lead to a reduction of 10% per year of cash assistance. This outcome is however dependent on solid steering mechanisms for cases (enhanced by the ongoing ILO/UNICEF action) and an employment system that provides sustainable employment opportunities for families to ensure they do not slip back into the category of being highly vulnerable. One persistent challenge in the graduation process encountered to date is the high reluctance of project beneficiaries to participate in the “graduation” scheme and potentially lose their eligibility for cash assistance.

Recommendations from a Graduation learning event (November 2022) emphasised the need to strengthen collaboration with the MoSD, the MoL and the NAF, to support where required national outreach and harmonization of practices (anchored in Jordan context-specific strategies) and build on the evidence base demonstrating the positive impact that a graduation approach can have on refugees and host communities. At the implementation level, to closely collaborate with vocational training authorities to ensure provision of market-based skills, and at the same time expand the network of employment providers; to support job creation in small and medium businesses through providing management training and business development services including marketing; to enhance the effectiveness of business incubation services and where possible upscaling. Finally, as an incentive, participants in graduation schemes should continue to be eligible for cash transfers from UNHCR/WFP/NAF for one to two years³¹.

³⁰ T04.233 – Providing social protection assistance for refugees in Jordan

³¹ Within the NAF system, a one year “grace” period is provided to beneficiaries that have found an employment at the end of which an assessment of the household's income is assessed. A period of 2 years is applied for those beneficiaries who opened their own business.

The Makani Summative Impact Evaluation³² report has confirmed the Makani programme's high relevance to supporting the needs of vulnerable people across Jordan, with potentials for laying pathways for gender transformative change. The shift in Makani programme management to the MoSD through the Makani Steering Committee and implementation through national partners was key for the programme's success. This includes also linking it with the NAF, as part of the National Social Protection System, which is a key milestone in line with the Makani programme sustainability strategy.

The **2022 Country Portfolio evaluation** indicated that **UN Women** has strengthened the capacities of the MoSD resulting in the development of gender mainstreaming policies as well as jointly developed beneficiary selection criteria, tools and processes for the Oasis centres. Nonetheless, in the current context of reduced funding from donors and constraints on national budget allocations to the MoSD, UN Women recognizes that the current Oasis model is too costly to allow for an effective handover to the MoSD for their full ownership and operation of the Oasis centres. To address this, a shift away from the previous cash for work component of the Oasis model is required, to align better with the type of services that the MoSD can (sustainably) provide to women in line with its national and international commitments to gender equality and the empowerment of women.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective / Impact of this action is to lay the foundations of a comprehensive and sustainable social protection system for vulnerable refugees and Jordanians.

The Specific Objectives / Outcomes of this action are:

1. The effectiveness of the cash assistance model for refugees is improved;
2. Donor-supported Makani and Oasis social service models are integrated into the national social protection framework.

Outputs related to Outcome 1:

- 1.1 UNHCR/WFP humanitarian cash assistance models for refugees are streamlined and harmonized with the national government's non-contributory social cash assistance model for Jordanians;
- 1.2 The access and utilization of financial services and products for refugees is increased;
- 1.3 Refugee access to economic opportunities and services is increased.

Outputs related to Outcome 2:

- 2.1 The technical capacities of the MoSD and national implementing partners on management, monitoring and coordination of the Makani and Oasis programmes are strengthened;
- 2.2 The capacities of vulnerable children and young people in the areas of learning, transferable skills, social and emotional wellbeing in the long term are improved.
- 2.3 Refugees' and vulnerable Jordanian women's empowerment in the areas of leadership, livelihood and protection is promoted.
- 2.4 Policy makers' capacities for inclusion of migrants and refugees in social protection policies are strengthened.
- 2.5 The capacities of NAF in providing quality cash plus interventions are strengthened.

³² Summative Impact Evaluation of the UNICEF Jordan Makani Programme, Samuel Hall, 2022

3.2. Indicative Activities

Activities related to Output 1:

- Consultations with the Government of Jordan's National Aid Fund (NAF) on cash assistance registration, eligibility determination, targeting, referral mechanisms, assistance delivery, monitoring and evaluation, best practices and lessons learned, and messaging to communities.
- Streamline a joint UNHCR/WFP delivery model for humanitarian cash assistance for refugees.
- Provide monthly basic needs cash assistance to the most vulnerable refugees living in camps and host communities using this model.
- Build an evidence base that informs the effective and efficient provision of humanitarian cash assistance to refugees through the collection, sharing and dissemination of data and information among key stakeholders.
- Convene policy dialogues with national and international stakeholders aimed at improving the efficiencies and coherence across non-contributory social cash assistance for Jordanians and refugees.

Activities related to Output 1.2:

- Consultations with the Central Bank of Jordan, the Jordan Payments and Clearing Company (JoPaCC), private sector, and other key stakeholders to promote increased refugee financial inclusion into the Jordanian economy.
- Expand refugee access to financial services and products in collaboration with private sector, the Central Bank of Jordan, and other key stakeholders and actors.
- Expand refugee utilization of digital financial services through tailored messaging, training, and awareness raising campaigns, in collaboration with the government of Jordan, NGOs, private and public sector actors.
- Contribute to the Central Bank of Jordan's new financial inclusion strategy to ensure key bottlenecks to greater financial inclusion among refugees and other prioritized groups.
- Support the roll-out of the government's new financial inclusion strategy.
- Build the evidence base related to refugee financial inclusion that informs strategic decision- and policymaking by key national and international actors.
- Convene policy dialogues with national and international stakeholders that promote greater refugee financial inclusion.

Activities related to Output 1.3:

- Strengthen engagement with the national government stakeholders, private sector, and other national and international actors, to promote the expansion of refugee inclusion into legal and regulatory policy frameworks governing refugee employment.
- Promote links between qualified refugees and economic empowerment interventions, employment opportunities and national social security services.
- Promote refugee access and utilization of improved digital financial services ecosystems and services for refugee-owned micro and small business development activities.
- Identify targeted incentives to promote employment opportunities (including self-employment) among refugees.
- Present business cases to the government on economic benefits of expanded refugee access to the labour market.
- Convene policy dialogues with national and international stakeholders that promote refugee-inclusive legal and regulatory policy frameworks governing refugee employment, financial inclusion for refugee-owned businesses and sustainable livelihood pathways for refugees.

Activities related to Output 2.1:

- Provide technical assistance (TA) to the MoSD to implement an action plan to integrate the Makani services into its community centres;
- Provide TA to the MoSD for the monitoring of the 2025-2030 National Social Protection Strategy;
- Deliver trainings/capacity building to the MoSD/NGO staff, including on integrating a gender perspective into national planning and inclusive economic growth.

Activities related to Output 2.2:

- Provide vulnerable children and young people with age-appropriate, gender-responsive skills-building training, learning, Early Childhood Development and Community Based Child protection interventions in Makani centres.

Activities related to Output 2.3:

- Provide vulnerable women and girls holistic social services with a strengthened focus on ensuring that skill development trainings translate into business development, mentoring and job placements.
- Undertake the redesign of the Oasis model to promote sustainable service delivery to vulnerable women and girls

Activities related to Output 2.4:

- Organise policy dialogue events at ministerial level;
- Provide support to the Implementation Support Unit (ISU) of the National Social Protection Strategy;
- Development of Investment cases on inclusion of migrants and refugees in social protection policies;
- Development of awareness raising activities for migrants and refugees to access national social protection services.

Activities related to Output 2.5:

- Develop and enhance the cash plus modules of the NAF Management Information System (MIS);
- Build linkages between UNICEF MIS and NAF MIS, including referral mechanisms from both ends;
- Develop institutional capacities of the NAF/MoSD (at HQ and field levels) for the development, implementation and monitoring of the cash plus activities;
- Support development and implementation of a cash plus communication plan, including awareness, sensitization, behavioural and community mobilization.

3.3. Mainstreaming

- **Environmental Protection, Climate Change and Biodiversity**

Outcomes of the Strategic Environmental Assessment (SEA) screening (relevant for budget support and strategic-level interventions).

The SEA screening concluded that no further action was required.

Outcomes of the Environmental Impact Assessment (EIA) screening (relevant for projects and/or specific interventions within a project).

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

Outcome of the Climate Risk Assessment (CRA) screening (relevant for projects and/or specific interventions within a project).

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

- **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that specific focus will be given in the identification of final beneficiaries for the action to ensure that gender concerns are fully taken into consideration and that particular actions targeting female-headed households and/or vulnerable women will be prioritised.

- **Human Rights**

The action is designed from a rights-based perspective and takes into account an empowerment approach whereby final beneficiaries will be given the tools to access and secure the right to a self-reliant, decent and dignified life.

- **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that in the selection of final beneficiaries, people living with disability will be prioritised to the extent possible.

- **Democracy**

The Action has no direct implications for democracy, but should overall empower vulnerable population groups to actively participate in economic and political decision-making within their spheres of influence.

- **Conflict sensitivity, peace and resilience**

The overall focus of the Action is towards strengthening social cohesion - in general, but also between the refugee population and host communities - through the reduction of inequalities. That in itself should contribute to reducing the risk of societal unrest linked to the worsening socioeconomic situation of the country. The Action will then support increased resilience for vulnerable populations and refugees in particular, in the hopes that they will be in a better situation when the time is right for them to return to their country of origin.

- **Disaster Risk Reduction**

The Action has no direct links with disaster risk reduction.

3.4. Risks and Assumptions

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
External environment	Further decrease in cash assistance contributes to additional financial hardship for vulnerable populations and increased inequalities within refugee and host communities	M	M	Complementary programmes of the EU targeting both vulnerable Jordanians and refugees. EU political dialogue to support the GoJ in prioritizing economic empowerment for vulnerable populations.
Planning, processes and systems	Continued engagement with UN agencies entail risk of continued parallel systems	H	L	Support the national systems (through complementary budget support programmes) to integrate the donor-supported models in its own strategies and programmes.
People and the organisation	Final beneficiaries have lack of trust in social security institutions (State) and the fiscal obligations	M	M	Improve ICE (Information, Communication, Education) with final beneficiaries on benefit design, rights and obligations (strategies and campaigns)
People and the organisation	Lack of willingness to pay social security contributions (employers and employees)	M	M	Develop success stories/role models of beneficiaries who accessed social security rights (story-telling)
Legality and	Absence of harmonized systems for social	H	M	Prepare joint donor policy dialogues with the authorities on labour market

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
regularity aspects	assistance granted to Syrian refugees and vulnerable Jordanians			access, implementation of Rules of Origin scheme and around harmonisation of vulnerability criteria.
Legality and regularity aspects	Continued limitations in access to labour market for Syrian refugees	H	M	Joint policy dialogues with evidence-based information on benefits for country; policy dialogue around benefits of increased ability for refugees to open enterprises (beyond home-based businesses).
Legality and regularity aspects	The MoSD's need for regulation support (i.e. by-laws) to fully commit on taking over Makani and Oasis programmes	M	M	Encourage from the beginning of the action the MoSD to take the necessary steps for regulation support

External Assumptions

- Jordan recognises that social protection for its most vulnerable residents (Jordanians and non-Jordanians) is part of a mature economic development strategy;
- Increased economic growth rates boost job creation;
- Related support to the education, livelihoods and TVET sectors leads to a gradual closing of the skills mismatch gap in Jordan in the mid to long-term.
- Jordanian authorities are available to discuss sustainability of current social care provision solutions through integration of best practices into national social care service frameworks.

3.5. Intervention Logic

The underlying intervention logic for this action is that by generating evidence-based data on improved targeting of refugees (in need of cash assistance, skills development and financial inclusion), building the business cases on the available skills of potential workers and matching them with market needs, as well as working on the regulatory framework for harmonisation with national vulnerability criteria and supporting the Ministry of Social Development in gradually taking over management responsibilities of Makani and Oasis centres, the intended outputs and outcomes can be achieved, as described below.

IF vulnerabilities of refugees and host communities are assessed appropriately, and
IF vulnerability criteria of refugee-oriented cash assistance are aligned to those of Jordanian national social protection systems, and
IF the most vulnerable – that have no possibilities for employment – are identified accordingly, and
IF refugees with potential for self-reliance are targeted with skills development, financial inclusion trainings and employment opportunities, and
IF the matching between supply (workers) and demand (labour market) is optimised,
AND assuming Jordan recognises that social protection for its most vulnerable residents (Jordanians and non-Jordanians) is part of a mature economic development strategy,
AND assuming adequate jobs are available for skilled (refugee) workers,

THEN the effectiveness of the cash assistance model for refugees will be improved and refugees can benefit from increased self-reliance.

In parallel, **IF** national actors are empowered through capacity development to manage Makani and Oasis centres, and implement the action plan towards this purpose, and

IF vulnerable youth / women continue to attend the Makani / Oasis centres and benefit from its services, and **IF** modalities for conditional cash transfers take into consideration the uptake of services at social care centres (including Makani and Oasis),

AND assuming Jordanian authorities remain open to discuss the possibility to use Makani / Oasis centres as part of a comprehensive social care system,

AND assuming adequate government budget is allocated for the management of Makani and Oasis centres, **THEN** donor-supported social care models can be integrated into national social protection frameworks and social service provision to vulnerable Jordanians and refugees can be guaranteed in the medium to long-term.

3.6. Indicative Logical Framework Matrix

Results	Results chain: Main expected results	Indicators	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To lay the foundations of a comprehensive and sustainable social protection system for vulnerable refugees and Jordanians	<p>1. Coverage of refugees and vulnerable Jordanians that become self-reliant through graduation initiatives (using World Bank’s methodology) disaggregated by sex.</p> <p>2. The vulnerability criteria used by UN partners and the MoSD / NAF are harmonized</p> <p>3. The next National Social Protection Strategy (NSPS) 2025-30 explicitly includes non-Jordanians (women, men, boys and girls) as beneficiaries of social services.</p>	<p>1. 0</p> <p>2. Not harmonised</p> <p>3. Refugees not included in current NSPS</p>	<p>1. +25%</p> <p>2. The vulnerability criteria of UN and national institutions are harmonised</p> <p>3. Refugees are formally referred to in the NSPS 2025-2030</p>	<p>UNHCR, UNICEF, UN Women and WFP reports. NSPS 2025-2030</p>	<i>Not applicable</i>

<p>Outcome 1</p>	<p>1. The effectiveness of the cash assistance model for refugees is improved.</p>	<p>1.1 Percentage of targeted unique households that meet half or more of their basic needs with multi-purpose cash assistance (disaggregated by sex, age, and nationality). .</p> <p>1.2 Refugees are explicitly included in new government strategies.</p> <p>1.3 Percentage of mobile wallet owners that report using their mobile wallets to save money, pay bills, and make purchases in the last month (disaggregated by type of service, sex, age, and nationality).</p>	<p>1.1 47%</p> <p>1.2 1</p> <p>1.3 TBD (baseline in 2023)</p>	<p>1.1 45%</p> <p>1.2 3</p> <p>1.3 +25%</p>	<p>UNHCR and WFP intervention monitoring and reporting systems (progress reports and evaluations)</p>	<p>UNHCR and WFP funding levels support the continued pursuit of sustainable solutions for refugees.</p>
<p>Outcome 2</p>	<p>2. Donor-supported Makani and Oasis social service models are integrated into the national social protection framework</p>	<p>2.1 Status of roadmap for capacity development and system strengthening activities for integration of service models developed.</p> <p>2.2 Number of Makani centres that are fully handed over for the strategic oversight (M&E and quality assurance) and operation by MoSD</p>	<p>2.1 No roadmap in place</p> <p>2.2 16</p>	<p>2.1 The roadmap is developed and endorsed by partners</p> <p>2.2 22</p> <p>2.3 Target: 80 %</p>	<p>2.1. Roadmap developed</p> <p>2.2 Makani monitoring quarterly reports</p>	<p>The Implementing Support Unit of the NSPS is empowered to lead the gradual integration process</p>

		<p>2.3 Percentage of vulnerable Jordanian and refugee children and youth (50 % girls) who benefited from the skills building program in Makani, demonstrate improvement in skills (transferable/ digital/financial) which supports their transition to adulthood.</p> <p>2.4 Number of Oasis centres that are fully handed over for the strategic oversight (M&E and quality assurance) and operation by MoSD</p> <p>2.5 Percentage of vulnerable Jordanian and refugee women (beneficiaries) benefitting from the Oasis programme integrated services and skills building reporting enhanced capacities to engage in economic activities.</p> <p>2.6 Percentage of vulnerable Jordanian and refugee women (beneficiaries) benefitting from the Oasis programme integrated</p>	<p>2.3 baseline (2022): 77 % (50 % females)</p> <p>2.4 0</p> <p>2.5 70% out of those targeted with entrepreneurship and employment skill building support were placed in jobs or opened their own businesses (2022)</p> <p>2.6 43% reported an increase in agency and resilience (2022)</p>	<p>(50 % females)</p> <p>2.4 9</p> <p>2.5 75 %</p> <p>2.6 50%</p>	<p>2.3. Makani / NAF MIS</p> <p>2.4 Oasis monitoring quarterly reports</p> <p>2.5 UN Women and partners progress reports, including the Gender Sensitive Capacity Resilience Index</p> <p>2.6 UN Women Gender Sensitive Capacity Resilience Index</p>	
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		services reporting enhanced agency and resilience				
Output 1 related to Outcome 1	1.1 UNHCR/WFP humanitarian cash assistance models for refugees are streamlined and harmonized with the national government's non-contributory social cash assistance model for Jordanians.	<p>1.1.1 Number of unique households that receive basic needs cash-based assistance on a monthly or quarterly basis (disaggregated by sex, age, and nationality).</p> <p>1.1.2 Number of unique individuals that benefit from monthly or quarterly basic needs cash-based assistance (disaggregated by sex, age, location, and nationality)</p> <p>1.1.3 Number of comparative analysis of UNHCR/WFP cash assistance eligibility and targeting model against government of Jordan non-contributory social cash assistance model for Jordanians.</p> <p>1.1.4 Number of policy dialogue events convened among key stakeholders related to streamline and harmonize models for refugees and national social-protection schemes.</p>	<p>1.1.1 54,000</p> <p>1.1.2 230,318</p> <p>1.1.3 0</p> <p>1.1.4 0</p>	<p>1.1.1 45,000</p> <p>1.1.2 189,000</p> <p>1.1.3 1</p> <p>1.1.4 2</p>	<p>UNHCR/WFP monitoring and evaluation data</p> <p>Progress reports</p>	<p>The government of Jordan ministries and agencies (NAF, CBJ) receive the political buy-in at the Cabinet level to harmonize humanitarian models for refugees and national social protection models for Jordanians.</p>

<p>Output related Outcome 1 2 to</p>	<p>1.2 The access and utilization of digital financial services and products for refugees is increased.</p>	<p>1.2.1 Number of unique refugee households that receive their humanitarian cash assistance from UNHCR and WFP via mobile wallets.</p> <p>1.2.2 Percentage of UNHCR cash assistance recipients receiving their monthly or quarterly assistance via mobile wallets.</p> <p>1.2.3 Percentage of WFP cash assistance recipients receiving their monthly assistance via mobile wallets.</p> <p>1.2.4 Number of assessment reports outlining the social and behavioural factors influencing refugee mobile wallet ownership and usage.</p> <p>1.2.5 Number of new financial service provider services and/or products targeted at refugee mobile wallet users.</p>	<p>1.2.1 54,000</p> <p>1.2.2 40%</p> <p>1.2.3 30%</p> <p>1.2.4 0</p> <p>1.2.5 0</p>	<p>1.2.1 140,000</p> <p>1.2.2 80%</p> <p>1.2.3 60%</p> <p>1.2.4 1</p> <p>1.2.5 4</p>	<p>UNHCR/WFP monitoring and evaluation data</p>	<p>The GoJ and the Central Bank of Jordan support policies that promote greater access and utilization of digital financial services and products by refugees</p>
<p>Output related Outcome 1 3 to</p>	<p>1.3 Refugee access to economic opportunities and services are increased.</p>	<p>1.3.1 Number of persons referred to an economic empowerment programme,</p>	<p>1.3.1 0</p> <p>1.3.2 50,000</p>	<p>1.3.1 3,000</p> <p>1.3.2 300,000</p>	<p>UNHCR/WFP monitoring and evaluation data</p>	<p>The government sees economic benefits of opening the economy for</p>

		<p>upskill training or job opportunities. (Disaggregated by sex, age, and nationality).</p> <p>1.3.2 Number of refugees whose employment capacities and aspirations data (“skills mapping”) is captured in UNHCR/WFP database.</p> <p>1.3.3 Number of policy dialogue events convened among key stakeholders related to harmonize refugee support into legal and regulatory policy frameworks governing refugee (self) employment.</p>	1.3.3 0	1.3.3 3		<p>refugee employment and entrepreneurship and adopts policies that support this.</p> <p>UNHCR/WFP continue their on-going operational efforts to harmonize their operational models with the national social protection schemes.</p>
<p>Output 1 related to Outcome 2</p>	<p>2.1 The technical capacities of MoSD and national implementing partners on management, monitoring and coordination of the Makani and Oasis programme are strengthened.</p>	<p>2.1.1 Percentage of MoSD and National Implementing Partner staff engaged in capacity building activities (disaggregated by sex, age, and nationality).</p> <p>2.1.2 Number of capacity building activities related to management, monitoring, coordination and technical capacity of MoSD and national implementing partners provided</p>	<p>2.1.1 0</p> <p>2.1.2 0</p> <p>2.1.3 0</p>	<p>2.1.1 50%</p> <p>2.1.2 10</p> <p>2.1.3 80%</p>	<p>MOSD / Implementing partners attendance records Pre-post training surveys MoSD UNICEF/UN Women reports</p>	<p>MoSD management is supportive of the technical teams increased responsibilities</p>

		2.1.3 Percentage of staff with increased capacities (disaggregated by institution)				
Output related Outcome 2	2.2 The capacities of vulnerable children and young people in the areas of learning, transferable skills, social and emotional wellbeing in the long term are improved.	2.2.1 Number of vulnerable Jordanian and refugee children reached (girls and boys) with age-appropriate, gender-responsive skills-building training, learning, Early Childhood Development and Community Based Child protection interventions, disaggregated by sex, age, migration status, education level, disability status.	2.2.1: 9,000 beneficiaries per year	2.2.1: 9,000 beneficiaries per year ³³	Progress reports Baseline and end line surveys to be conducted and budgeted by the EU-funded intervention MOSD / UNICEF MIS (Bayanati) MoSD	Refugees and host communities continue to see the added value of having their children attend Makani centres

³³ The intervention's main purpose is the transition of UN-sponsored social care centres into the national system to ensure sustainable service provision; as such, the target is to maintain a similar level of services.

<p>Output related Outcome 2</p> <p>3 to</p>	<p>2.3 Refugee and vulnerable Jordanian women's empowerment in the areas of leadership, livelihood and protection is promoted.</p>	<p>2.3.1. Number of women benefiting from leadership and livelihood skill-building initiatives in non-camp Oases (disaggregated by sex, nationality and disability).</p> <p>2.3.2. % of women benefiting from the Oasis programme reporting increased knowledge of GBV services in non-camp Oases (disaggregated by sex, nationality and disability).</p>	<p>2.3.1. 1,219 (2022)</p> <p>2.3.2. Baseline TBC</p>	<p>2.3.1. 3,600 (cum)/1200 annually</p> <p>2.3.2 80%</p>	<p>UN Women and partners progress report, including the Gender Sensitive Resilience Index</p>	<p>Refugees and vulnerable Jordanian women and their family and community members continue to see the added value of having women attend Oasis centres and provide an enabling and safe environment.</p>
<p>Output related Outcome 2</p> <p>4 to</p>	<p>2.4 Policy makers' capacities for inclusion of migrants and refugees in social protection policies are strengthened.</p>	<p>2.4.1 # of advocacy dialogue organised with key policy makers</p> <p>2.4.2 Number of investment cases and policy options proposed on inclusion of migrants and refugees (men, women, boys and girls) in social protection policies.</p> <p>2.4.3 Number of progress reports produce by the ISU on implementation of NSPS, including progress on the inclusion of refugees and migrants (men, women, boys</p>	<p>2.4.1 0</p> <p>2.4.2 0</p> <p>2.4.3 0</p> <p>2.4.4 00</p>	<p>2.4.1 5</p> <p>2.4.2 3</p> <p>2.4.3 3</p> <p>2.4.4 150,000</p>	<p>MoSD MoSD/NSPS annual reports</p> <p>UNICEF / UN Women / UNHCR / WFP reports</p>	<p>Policy makers are supported by the GoJ political decision to advance social inclusion of refugees, IDPs and migrants in the socio-economic system.</p>

		and girls) in social protection policies. 2.4.4 Number of refugees and migrants (disaggregated by sex) reached through awareness raising activities on the availability and access to national SP system				
Output related to Outcome 2	5 2.5 The capacities of NAF in providing quality cash plus interventions are strengthened.	2.5.1 Status of Takaful Plus Module on NAF MIS developed/ operational and linked with Syrian/Jordanian Makani Data base. 2.5.2 Number of quarterly Makani community committee meetings (including Jordanian Citizens and Syrian refugees) at field level attended by NAF branches managers 2.5.3 Number of Makani steering committee meeting attended by NAF management 2.5.4 Number of Jordanians and Syrian refugees benefiting from Makani who are aware, sensitized through	2.5.1 Module non existent 2.5.2 0 2.5.3 0 2.5.4 0	2.5.1 Takaful Plus Module on NAF MIS developed/ operational and linked with Syrian/Jordanian Makani Data base. 2.5.2 6 2.5.3 9 2.5.4 30,000	NAF MIS / UNICEF MIS (Bayanati) / MOSD / Implementing partners attendance records	NAF cash-plus interventions continue to exist and remain linked to Makani centre services' provision NAF management is backed up with MoSD to take increased responsibilities

		social behavioural change activities on social cohesion and peacebuilding				
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4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

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

4.2. Indicative Implementation Period

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

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

4.3. Implementation 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 measures.

4.3.1. Indirect Management with a pillar-assessed entity

4.3.1.1. Indirect Management with a pillar-assessed entity (UNHCR and WFP)

A part of this action may be implemented in indirect management with the United Nations High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP). This implementation entails activities contributing to Outcome 1 (and related output 1.1, 1.2 and 1.3) in particular. This implementation will also contribute to Output 2.4 (Policy makers' capacities for inclusion of migrants and refugees in social protection policies are strengthened) in collaboration with other actors. The envisaged entities have been selected using the following criteria:

- Relevant experience and collaborations corresponding to the nature of the action, notably in refugee settings;
- Technical competences on refugee assistance and protection, social safety nets and related sectors;
- Proven logistical and management capacities;
- Value added in relation to operational synergies and policy dialogue;
- The existence of a Memorandum of Understanding signed between UNHCR and WFP to collaborate on transition strategies and long term solutions for refugees.

4.3.1.2. Indirect Management with a pillar-assessed entity (UNICEF)

A part of this action may be implemented in indirect management with the United Nations Children's Fund (UNICEF). This implementation entails activities contributing to Outcome 2 (Donor-supported Makani and Oasis social service models are integrated into the national social protection framework). The envisaged entity has been selected using the following criteria:

- Relevant experience and collaborations corresponding to the nature of the action, notably experience in refugee settings and supporting the MoE and MoSD;
- Technical competences on non-formal education, social protection and related sectors;
- Proven logistical and management capacities;
- Value added in relation to operational synergies and policy dialogue.

4.3.1.3. Indirect Management with a pillar-assessed entity (UN Women)

A part of this action may be implemented in indirect management with UN Women. This implementation entails activities contributing to Outcome 2 (and related outputs 2.1, 2.2, 2.3, 2.4 and 2.5). The envisaged entity has been selected using the following criteria:

- Relevant experience and collaborations corresponding to the nature of the action, notably experience in refugee settings and supporting the women empowerment agenda;
- Technical competences on gender, women economic empowerment and related sectors;
- Proven logistical and management capacities;
- Value added in relation to operational synergies and policy dialogue.

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

If the implementation modality under indirect management as defined in section 4.3.1 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used.

The grant(s) will have targeted applicants composed of all or any of the following: legal entities, natural persons or groupings without legal personality; public bodies, international organisations, or NGOs.

4.4. 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, subject to the following provisions.

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

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Implementation modalities – cf. section 4.3	
Outcome 1 composed of	22 850 000.00
Indirect management with UNHCR and WFP – cf. section 4.3.1.1	22 850 000.00
Outcome 2 composed of	7 000 000.00
Indirect management with UNICEF - cf. section 4.3.1.2	4 000 000.00
Indirect management with UN Women – cf section 4.3.1.3	3 000 000.00
Evaluation – cf. section 5.2	150 000.00
Audit – cf. section 5.3	
Strategic communication and Public diplomacy – cf. section 6	Covered by another Decision
Totals	30 000 000.00

4.6. Organisational Set-up and Responsibilities

A joint Strategic Steering Committee of the programme will be formed, composed of all partners under this action and relevant government counterparts, chaired by the Ministry of Social Development. The Strategic Steering Committee will meet at least semi-annually to review work plans, implementation progress, coordinate the different components, foster policy dialogue, help facilitate programme implementation and provide a forum to exchange lessons learned. It will also help co-ordinate between other institutions and actors (private business, civil society representatives, NGOs, donors). Regular (quarterly) technical meetings will also take place. The specific governance mechanisms of the separate components of this action will be further defined in the contracting process.

The EU will remain fully engaged throughout the implementation process, in the policy dialogue, planning, monitoring, reporting, annual reviews and evaluation processes. Additional briefing sessions on analysis and data as well as research findings or policy dialogue issues will be arranged for government stakeholders and donor representatives.

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

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

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

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

Roles and responsibilities for data collection, analysis and monitoring will be defined at contractual level.

5.2. Evaluation

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

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that it is critical to assess how the transition out of cash assistance is sustainable and the effectiveness of social security extension.

The Commission shall form a Reference Group (RG) composed by representatives from the main stakeholders at both EU and national (representatives from the government, from civil society organisations (private sector, NGOs, etc.), etc.) levels. If deemed necessary, other donors will be invited to join. The Commission shall inform the implementing partner at least 2 months in advance of the dates envisaged for the evaluation exercise and missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

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

Evaluation services may be contracted under a framework contract.

5.3. Audit and Verifications

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

6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

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

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

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

Implementing partners shall keep the Commission and the EU Delegation fully informed of the planning and implementation of specific visibility and communication activities before the implementation. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.