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**COMMISSION IMPLEMENTING DECISION**

**of 15.12.2021**

**on the financing of the special measure in favour of the Hashemite Kingdom of Jordan  
for 2021**

# COMMISSION IMPLEMENTING DECISION

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**on the financing of the special measure in favour of the Hashemite Kingdom of Jordan for 2021**

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

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 966/2012<sup>1</sup>, and in particular Article 110 thereof,

Having regard to Regulation (EU) 2021/947 of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument - Global Europe and amending and repealing Decision No 466/2014/EU and repealing Regulation (EU) 2017/1601 and Council Regulation (EC, Euratom) No 480/2009<sup>2</sup>, and in particular Article 23(4) thereof,

Whereas:

- (1) In order to ensure the implementation of special measure in favour of the Hashemite Kingdom of Jordan for 2021, it is necessary to adopt an annual financing Decision, which constitutes the annual work programme, for 2021. Article 110 of Regulation (EU, Euratom) 2018/1046 (“Financial Regulation”) establishes detailed rules on financing Decisions.
- (2) The envisaged assistance is to comply with the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU<sup>3</sup>.
- (3) The actions provided for in this Decision contribute to climate and biodiversity mainstreaming in line with the European Green Deal<sup>4</sup> and the inter-institutional agreement.
- (4) The overarching objective of this measure is to help the Hashemite Kingdom of Jordan in addressing the socio-economic impact of the Syrian crisis and provide support to Syrian refugees and host communities.

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<sup>1</sup> OJ L 193, 30.7.2018, p.1.

<sup>2</sup> OJ L 209, 14.6.2021, p.1.

<sup>3</sup> [www.sanctionsmap.eu](http://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.

<sup>4</sup> COM(2019) 640, 11.12.2019.

- (5) The Special measure is justified by the EU response to the Syrian crisis and its effects on Jordan. It will be implemented in line with commitments and financial pledge of the Brussels V Conference on Syria<sup>5</sup>. The Response to the Syrian crisis answers to evolving needs on the ground and is not programmed.
- (6) The action entitled “EU support to Green Economy in Response to the Syrian crisis in Jordan 2021 – 2024” aims at contributing to the development of a green, environmentally sustainable and socially inclusive post COVID-19 economy through the enhanced implementation of Jordan’s green growth strategy and action plan, with a focus on the response to the Syrian crisis.
- (7) The action entitled “Support to access to justice for refugees and host communities in Jordan” aims to promote and protect the rule of law and human rights for all in Jordan by improving access to affordable justice for refugees and host communities, while enhancing transparency and accountability of the judicial system.
- (8) The action entitled “Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan” aims at strengthening the resilience of North Jordan local host communities and refugees by improving inclusive and sustainable socio-economic development opportunities and service delivery.
- (9) Pursuant to Article 26(1) of Regulation (EU) No 2021/947, indirect management is to be used for the implementation of the measure.
- (10) 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 the Financial Regulation.

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 the Financial Regulation before a contribution agreement can be signed.

- (11) It is necessary to allow for the payment of interest due for late payment on the basis of Article 116(5) of the Financial Regulation.
- (12) In order to allow for flexibility in the implementation of the measure, it is appropriate to allow changes which should not be considered substantial for the purposes of Article 110(5) of the Financial Regulation.
- (13) The measure provided for in this Decision is in accordance with the opinion of the Neighbourhood, Development and International Cooperation Instrument – Global Europe Committee established under Article 45 of Regulation (EU) No 2021/947.

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<sup>5</sup> [https://eeas.europa.eu/sites/default/files/20210330\\_b5c\\_co-chr\\_final\\_en\\_1.pdf](https://eeas.europa.eu/sites/default/files/20210330_b5c_co-chr_final_en_1.pdf)

HAS DECIDED AS FOLLOWS:

*Article 1*  
*The measure*

The annual financing Decision, constituting the annual work programme for the implementation of the special measure in favour of the Hashemite Kingdom of Jordan for 2021, as set out in the Annexes, is adopted.

The measure shall include the following actions:

- Annex I: “EU support to Green Economy in Response to the Syrian crisis in Jordan 2021 – 2024”;
- Annex II: “Support to access to justice for refugees and host communities in Jordan”;
- Annex III: “Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan”.

*Article 2*  
*Union contribution*

The maximum Union contribution for the implementation of the measure for 2021 is set at EUR 29 000 000, and shall be financed from the appropriations entered in the budget line 14.020110 of the general budget of the Union.

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 Annexes, may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in points and 4.3.2 of Annex I, 4.4.1 of Annex II and 4.3.1 of Annex III.

*Article 4*  
*Flexibility clause*

Increases<sup>6</sup> or decreases of up to EUR 10 million and not exceeding 20% of the contribution set in the first paragraph of Article 2, or cumulated reassignments of funds between actions contained in an action plan 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 the Financial Regulation, 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 acting in accordance with the principles of sound financial management and proportionality.

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<sup>6</sup> These changes can come from external assigned revenue made available after the adoption of the financing Decision.

Done at Brussels, 15.12.2021

*For the Commission*  
*Olivér VÁRHELYI*  
*Member of the Commission*



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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX I**

of the Commission Implementing Decision on the financing of the special measure in favour of Jordan for 2021

**Action Document for EU support to Green Economy in Response to the Syrian crisis in Jordan 2021 - 2024**

**ANNUAL MEASURE**

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

**1. SYNOPSIS**

**1.1. Action Summary Table**

<b>1. Title CRIS/OPSYS Basic Act</b>	<b>EU support to Green Economy in response to the Syrian crisis in Jordan 2021 – 2024</b> Annual measure in favour of Response to Syrian Refugees Crisis in Jordan for 2021 CRIS number: NDICI-GEO-NEAR/2021/043-447 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative</b>	Yes
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Jordan
<b>4. Programming document</b>	N/A
<b>5. Link with relevant MIP(s) objectives/expected results</b>	N/A
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	N/A
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG: 13 (climate action) Other significant SDGs: 6 (clean water), 7 (clean energy), 8 (economic growth), 9 (industry and infrastructure), 10 (reduced inequalities), 12 (responsible consumption), 15 (life on land),

<b>8 a) DAC code(s)</b>	41010: Environmental policy and administrative management; 72010 – Assistance to displaced persons			
<b>8 b) Main Delivery Channel</b>	Recipient Government - 12000			
<b>9. Targets</b>	<input checked="" type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <sup>1</sup> <input type="checkbox"/> Gender <input checked="" type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input type="checkbox"/>	<input checked="" 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"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>11. Internal markers</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation Tags: digital connectivity digital governance digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

<sup>1</sup> For the Neighbourhood, activities related to education shall be marked as part of the “Social Inclusion and Human Development” target, in line with the NDICI-GE programming guidelines.

job creation		<input checked="" type="checkbox"/>	<input type="checkbox"/>
digital skills/literacy		<input type="checkbox"/>	<input type="checkbox"/>
digital services		<input type="checkbox"/>	<input type="checkbox"/>
<u>Connectivity</u>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Tags: transport		<input type="checkbox"/>	<input type="checkbox"/>
people2people		<input type="checkbox"/>	<input type="checkbox"/>
energy		<input type="checkbox"/>	<input type="checkbox"/>
digital connectivity		<input checked="" type="checkbox"/>	<input type="checkbox"/>
Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Reduction of Inequalities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
COVID-19	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

### BUDGET INFORMATION

<b>12. Amounts concerned</b>	<p>Budget line(s) (article item): 14.020110 – Southern Neighbourhood</p> <p>Total estimated cost: EUR 13 000 000</p> <p>TEI: An amount of EUR 32 000 000 is expected from the European Bank for Reconstruction and Development (EBRD) as its contribution to the Infrastructure Project: Al-Ghabawi Wastewater treatment project.</p> <p>The commitment of the EU's contribution to the TEI foreseen under this measure will be complemented by other contributions from Team Europe partners. In the event that these contributions do not materialise the EU action may continue outside a TEI framework.</p>
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### MANAGEMENT AND IMPLEMENTATION

<b>13. Implementation modalities (type of financing and management mode)</b>	<p><b>Project Modality</b></p> <p><b>Direct management</b> through:</p> <p>- Grants</p> <p><b>Indirect management</b> with the entity(ies) to be selected in accordance with the criteria set out in section 4.3.2</p>
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## 1.2. Summary of the Action

Jordan continues to face persistent economic, social and security challenges, including hosting Syrian and other refugees, on which the COVID-19 pandemic has added pressure.

Jordan's primary national development strategy Vision 2025 has set high ambitions for the country's socioeconomic development in the 2015-2025 period. To achieve this vision, the Government of Jordan has defined a set of priorities and actions based on strong private sector development and strengthened resilience in response to external economic shocks. The strategy lays out several priorities related to the environment, including climate change adaptation, water and energy efficiency, waste management and natural resource protection, and explicitly prioritizes the development of Jordan's green economy in six targeted sectors: Energy, Transport, Water, Waste, Agriculture and Tourism.

In 2017 the Cabinet of Ministers approved the National Green Growth Strategy for Jordan, which builds on Vision 2025 and Jordan's 2016-2025 National Strategy for Mainstreaming Sustainable Consumption and



Production and assesses Jordan's green growth potential in order to create a roadmap for achieving the transition towards green economy in the six targeted sectors. The Green Growth Action Plan (2021-2025) elaborates a multi-sector development approach, focused on strengthening an enabling environment for greener investments and private sector development.

From the six green economy sectors targeted in Jordan's Vision 2025, the green energy sector is clearly the most developed in Jordan and can provide the necessary support to other sectors. Jordan's Energy Strategy (JES) 2019–2030–2050, developed recently with EU support, comprises 6 scenarios for the development of the energy sector. The approved minimum dependency scenario focuses on increasing Jordan's reliance on local renewable sources of energy and raising energy efficiency in key sector in addition to reducing greenhouse gas emissions.

As regards the response to the Syrian crisis, Jordan has adopted the Jordan Compact in 2016 and adopted the Jordan Response Plan (JRP) which provides a rolling three-year framework for support to Syrian refugees and host communities. In its current iteration (2020-2022), the JRP covers seven sectors, among which WASH, water and energy feature as major priorities.

The action will lead by 2024 to enabling the implementation of further green growth actions in Jordan, targeting the needs of Syrian Refugees and of vulnerable Jordanians in host communities. It will complement the bilateral programme "EU support to Green Economy 2021-2024" planned under the bilateral envelope of the Jordan Multi-Annual Indicative Programme 2021-2027. It will enhance synergies between the Green growth Action Plan and the Jordan Response Plan and will lead to a more efficient use of available main and secondary resources within a circular economy approach. Infrastructure projects such as the Al-Ghabawi wastewater treatment facility, enhanced wastewater management at Azraq camp and green growth projects to be implemented by relevant authorities, municipalities, non-government organisations, civil society, academia and the private sector, will benefit Syrian refugees and vulnerable Jordanians.

Lessons from previous EU support to energy sector as well as ongoing support to solid waste management sector, green innovation grants, contribution agreements in the water and wastewater sectors and flagship regional programmes with the active participation of Jordan have been considered for the development of this action.

The action is aligned with the EU Green Deal<sup>2</sup> and the EU's New Agenda for the Mediterranean<sup>3</sup>, and its Economic and Investment Plan<sup>4</sup>, focusing on the policy area for just green transition of climate resilience, energy and the environment. It will implement the pledges made by the EU at the Brussels conferences on Supporting the Future of Syria and the Region in 2020 and 2021.

The action is fully in line with the 2030 Sustainable Development Agenda, focusing on the SDGs for climate action, clean energy, clean water, industry and infrastructure, responsible consumption, life below water, life on land and economic growth.

An amount of EUR 15 000 000 is foreseen from the general budget of the European Union for 2021 to be transferred from the regional envelope in response to the Syrian crisis to the regional NIP budget-line as Blending Investment Grant in support of the Infrastructure Project: Al-Ghabawi Wastewater treatment project.

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<sup>2</sup> COM(2019) 640, 11.12.2019

<sup>3</sup> JOIN(2021) 2, 9.2.2021

<sup>4</sup> SWD(2021) 23, 9.2.2021

## 2. RATIONALE

### 2.1. Context

After years of displacement, an increasing number of Syrian refugee households have depleted their savings and live below the poverty line, faced with limited livelihood opportunities, barriers to accessing services, and, above all, lack of perspective. During 2020, the situation for the refugees and their host communities worsened significantly due to the COVID-19 pandemic, which had a serious impact on hosting countries like Jordan, already facing severe challenges before the pandemic erupted. The pandemic affected not only the health of people, but also, associated with lockdowns and restrictions following the measures to confine the crisis, led to economic stagnation or downturn, deepening poverty as well as negative social impacts.

The EU's New Agenda for the Mediterranean focuses on 5 policy areas: (1) human development, good governance and the rule of law, (2) resilience, prosperity and digital transition, (3) peace and security, (4) migration and mobility, (5) green transition of climate resilience, energy and the environment.

Stemming from the EU global strategy that calls for a more comprehensive approach to external action, and particularly the European Neighbourhood Policy that is set for boosting economic development and is complemented with the 2030 Agenda for Sustainable Development and its Sustainable Development Goals and the Paris Agreement on climate change, the EU has clear mutual policy interest with Jordan to enhance good governance, economic growth and ensure the achievement of sustainable development goals while responding forcefully to the Syrian crisis and to integrating Refugees' needs within its cooperation portfolio. With the EU Green Deal, there are further clear opportunities and synergies to jointly work with Jordan on boosting sustainable economic development, with a focus on climate change actions, and supporting green growth and economy development, whilst at the same time aiming at new sustainable and innovative economic opportunities as well as ensuring a fair and just sustainable development to vulnerable communities including Syrian Refugees..

In the EU support provided to Jordan in the past years, the green economy was touched on through support to green energy and solid waste management, green innovation and research, trade and transport facilitation, sustainable economic development, as well as complementary actions via the EU regional programmes notable in green energy, circular economy, sustainable consumption and production, municipal planning, integrated water management and enhancing innovation and small and medium size enterprises (SMEs).

At a national level, Jordan's primary integrated multi-sectoral national development strategy Vision 2025 has set high ambitions for the country's socioeconomic development in the 2015-2025 period. With this strategy, Jordan hopes to achieve an economic growth rate of 7.5% in 2025, while striving to get the poverty and unemployment rates as low as 8% and 9.17% respectively. To achieve this vision, the Government of Jordan (GoJ) has defined a set of priorities and actions based on strong private sector development and strengthened resilience in response to external economic shocks. The strategy lays out several priorities related to the environment, including climate change adaptation, water and energy efficiency (EE), waste management and natural resource protection, and explicitly prioritizes the development of Jordan's green economy in six targeted sectors.

In 2017 the Cabinet of Ministers approved the National Green Growth Strategy for Jordan, which builds on Vision 2025 and Jordan's 2016-2025 National Strategy for Mainstreaming Sustainable Consumption and Production and assesses Jordan's green growth potential in order to create a roadmap for achieving the transition towards green economy in the six targeted sectors. Four driving principles were identified: (i) transparent governance processes and enforcement of legislation, (ii) mechanism to incentivise green growth, (iii) integrated planning processes that value societal impacts, and (iv) behavioral shifts and capacity building.

Elaborating on the National Green Growth Strategy for Jordan, also considering the challenges posed by the COVID-19 economic recovery, the Green Growth Action Plan 2021-2025 was endorsed in June 2020 to elaborate a multi-sector development approach, aligned with the 2030 Sustainable Development Agenda and Sustainable Development Goals (SDGs) as well as Jordan's Nationally Determined Contribution (NDC) under the Paris Agreement. The Action Plan is focused on strengthening an enabling environment for greener investments and private sector development.

The Action Plan has the following objectives, which will lead to a more resilient economy against regional and global challenges by creating an enabling environment for developing green projects: (i) climate change adaptation and mitigation, (ii) enhanced natural capital, (iii) sustainable economic growth, (iv) social development and poverty reduction, and (v) resource efficiency. In parallel, Jordan is putting special focus on complementary development sectors that can boost economic development, such as digitalisation, research and innovation, as well as necessary reforms in education and health, which can contribute to green growth. Noteworthy is that the Action Plan makes regular references to the impact of the Syrian crisis, highlighting that it has significantly exacerbated existing water security issues, while underlining the convergence between the objectives of the Jordan Response Plan to the Syrian crisis (JRP) and the recommendations of the Action Plan.

In the revised Jordan Response Plan (JRP) for the years 2020-2022, WASH, water and energy continue featuring as main priorities in the response to the Syrian crisis, while the White Paper for the Jordan Response to Syria Crisis 2021 issued by the MOPIC Minister before the Brussels V Conference indicates the need for synergies between the response to the crisis and national development plans particularly as regards resources management. In this respect, enhanced green economy/growth support benefitting Syrian Refugees' and vulnerable Jordanians within host communities will not only address the challenges faced by such vulnerable groups but will also convert climate related challenges into green economy opportunities.

Over the past few years, the EU has specifically supported many initiatives in response to the Syrian Refugees crisis, within host community areas as well as within the two camps of Za'atari and Azraq, under ENPI special measures, the EU Trust Fund MADAD and the ENI bilateral envelope in Jordan as regards water and wastewater, energy as well as waste management. This support resulted in developing major facilities and assets that can be integrated within the local development of each area and shift from simple service provision towards sustainable development schemes.

As a result, separation at source is taking place in solid waste management facilities in camps and sorting as well as elements for re-use and recycling are developed. Organic waste is being converted to compost in Za'atari, which Ministry of Agriculture plans to use in forests and rangeland rehabilitation. Integrated water management is also present, and a pilot aiming at converting sludge from wastewater treatment to compost and electricity has been set up. Green Energy is already taken into account in education and health facilities. All these aspects were developed in close collaboration with Academia to ensure applied research and involve relevant municipalities and main authorities such as the Ministries of water, environment, energy, local administration and many others to ensure further sustainability.

The positive results drawn out of these programmes show big potential and can further enhance new investment opportunities within a Circular Economy approach, leading to efficient use of resources including waste, sustainable economic development and job creation. The support will also contribute to embed Syrian refugees' needs in Jordan's national development plans, to ensure complementarities, inclusiveness and best use of assets.

An amount of EUR 15 000 000 is foreseen from the general budget of the European Union for 2021 to be transferred from the regional envelope in response to the Syrian crisis to the regional NIP budget-line as Blending Investment Grant in support of the Infrastructure Project: Al-Ghabawi Wastewater treatment project.

## 2.2. Problem Analysis

### Short problem analysis

The following market failure and other key challenges are currently identified in Jordan's green growth sectors, also taking into consideration the need for green recovery from the COVID-19 pandemic:

- Lack of sufficient coordination amongst vital green growth sectors for joint planning of services and resources;
- Lack of implementation of energy, water, waste management, industrial and agricultural national action plans, as well as ensuring synergies with support to Refugees;

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): Main role to reflect the national development policies into sector strategies and to ensure the overall coordination of international donors.
- Ministry of Environment (MoEnv): Main policy maker mandated to follow up the implementation of the Green Growth Action Plan and ensure coordination among all sectors, as well as preserving the environment, natural resources and biodiversity (including environmental police rangers).
- Ministry of Water and Irrigation (MoWI): Main entity managing the water resources in Jordan, interested in sustainable energy supply at an affordable cost.
- Ministry of Agriculture (MoAgr): Main entity to develop, regulate and enhance the development of the agriculture and forestry sector, with a clear need to focus on synergies with other sectors, notably water and energy (nexus), and work on enhancing product development and trade opportunities.
- Ministry of Energy and Mineral Resources (MEMR): Main policy maker in the energy sector, working to ensure the security of energy supply and implement the JES 2018-2030-2050 which focuses on the diversification of energy resources, especially RE and EE, and enhances working synergies with associated sectors.
- Ministry of Industry, Trade and Supply (MoITS): Responsible for setting national policies for the sustainable production and consumption in Jordan.
- Ministry of Local Administration (MoLA): Responsible for managing municipalities in Jordan and particularly implementing a comprehensive approach to solid waste management, including waste to energy facilities.
- Ministry of Interior (MoI): responsible to manage and regulate Syrian Refugees residence/registry and livelihoods in Jordan.
- International Institutions notably UN Agencies: with direct management and support to the Syrian Refugees' needs/services within camps and host communities.
- Private sector: Main developers in different sectors such as energy, water, industry, agriculture, tourism and trade, with increasing opportunities for greening development and job creation.
- Civil society: Key facilitators and enablers of sustainable greening development in Jordan, including non-government organisations (NGOs)

## 3. DESCRIPTION OF THE ACTION

### 3.1. Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to contribute to the development of a green, environmentally sustainable and socially inclusive post COVID-19 economy through the enhanced implementation of Jordan's green growth strategy and action plan, with a focus on the response to the Syrian crisis.

The Specific(s) Objective(s) (Outcomes) of this action are

1. enhanced coordination and sustainable resource management in the energy, water and agriculture sectors (nexus);
2. enhanced management of water and wastewater within Azraq Refugee Camp;
3. enhanced circular economy practices within resource efficiency and solid waste management with links to local development.

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

1.1 contributing to Outcome 1 (or Specific Objective 1) more conducive and better coordinated activities for the development of green growth and the green economy of Jordan; progressed implementation of Jordan's Green Growth National Action Plans 2021-2025, the National Water Strategy and of the Jordan Response Plan

2.1 contributing to Outcome 2 (or Specific Objective 2) consolidated actions to reduce wastewater and its operational cost, provision of new water sources for irrigation within the camp and host community as well as a better healthy environment for Refugees and host communities and wastewater facilities in Azraq Refugees' camp;

3.1 contributing to Specific Objective 3: improved green growth projects, focusing on green innovation via efficient use of resources, solid waste management transition within refugee camps and relevant municipalities, reduced generated amounts of waste and enhanced green jobs within a circular economy approach (cooperation with private sector and NGOs)

### **3.2. Indicative Activities**

Activities related to Output 1.1:

Developed enabling environment for inducing behavioural changes and mobilising public and private actors to work on energy-water-food NEXUS models.

Activities related to Output 2.1:

Developed wastewater infrastructure for reducing operational costs, enhancing health conditions and providing new sources of water for the use of the Azraq camp and neighbouring community. Conceptualisation and construction of a decentralised wastewater treatment system that reduces the current treatment costs and can be sustainably operated and maintained. Reducing wastewater production in the camp through awareness and behaviour change measures at the household level.

Activities related to Output 3.1:

Circular economy culture developed in private and municipal sector planning; via the adoption of best available technologies and achieved green innovation: ensure green innovation via efficient use of resources, reduce the amount of landfilled waste, increase the amount of recyclable; and promote the creation of green jobs in the recycling sector through the involvement of the private sector and the promotion of public-private partnerships through a green innovation call for proposals.

### **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 Strategic Environmental Assessment (SEA) screening concluded that no further action was required.

The EU Delegation to Jordan developed in 2020 the Energy Sector Strategy SEA within the EU funded Support: Renewable Energy and Energy Efficient Programme in Jordan REEE II. The energy sector is heavily associated with all the proposed activities within the Green Growth strategy and action plan for Jordan, the EU Green Deal, as well as the proposed EU support to Green Economy in Jordan. The SEA covered all relevant sectors notably water, waste management, industry, transport, agriculture, buildings, as well as biodiversity and climate associated elements.

The SEA confirmed a strong need to work with complementarities among the associated sectors and ensure synergies, and promote green growth and economy as a mean to decarbonise economy, and ensure sustainable and efficient use of resources within a circular economy measure. It also showed a strong need to enhance energy efficiency measures and all actions in the Nationally Determined Contributions (NDCs) as well as other national strategies.

**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 B (not requiring an EIA, but for which environment aspects will be addressed during design).

**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 low risk (no need for further assessment). Climate risk aspects are integrated within the design of the planned support to green economy/growth in Jordan reflecting national needs as well as Syrian refugees' needs.

### **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 gender equality and women's and girl's empowerment is a significant objective of the action. Measures to support the involvement of women in the Jordan's green growth labour market have been emphasised in the frame of the action's identification and consultative process with all stakeholders. Increasing women's empowerment is foreseen in different components of the action, including policy development, strategies and action plans, as well as gender sensitive budgeting and implementation and job opportunities.

### **Human Rights**

The action will lead in an integrated manner towards inclusive green growth, with no areas and no one left behind, which are directly in line with the GoJ's green growth objectives as well as the EU Green Deal. It also reflects the EU policy on inclusiveness including refugees. The inclusion of persons with Disabilities is a significant objective of the action.

### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that the inclusion of persons with Disabilities is a significant objective of the action. The action ensures all rights of vulnerable groups and safeguards their inclusive access to its benefits.

### **Democracy**

Participation development and good governance, which contribute to an enhanced democracy, are principal objectives of the action. The action will contribute to improving governance in Jordan's green growth sectors, e.g. through cross-sector institutional capacities and coordination at policy and implementation levels,

enhanced results-oriented budgeting, monitoring and evaluation, as well as the increased involvement of local government, Refugees’ community, NGOs, CSOs and the private sector.

### **Conflict sensitivity, peace and resilience**

The green growth path will reduce the risks of conflict and overall fragility in Jordan, through mitigating pressure on limited resources due to the large influx of refugees. Migration is a significant objective of this action on transitioning towards a resilient green economy in Jordan, which will ultimately lead to conflict prevention and peace.

### **Disaster Risk Reduction**

Disaster risk reduction is a significant objective of the action. The improved resilience to climate change of central Amman, through the construction of Al-Ghabawi wastewater treatment facilities, will in particular aim at reducing disaster risk. Wastewater treatment facilities and circular economy options based on use of waste will ensure reduction of possible pollution of ground water and environment at large.

### **Other considerations if relevant**

COVID-19 response is a principal objective of the action. The international COVID-19 economic recovery urge presents a unique opportunity to build back better, greener and in a more equitable way. While the main objective of Jordan’s COVID-19 recovery plans is to reboot the economy and generate employment and income in the short run, the investments that will be mobilised through this action will also address the long-term global climate crisis and accelerate the transition to a green economy.

Digitalisation is a significant objective of the action. This is identified in the EU Green Deal as a critical cross-sectoral enabler for attaining the SDGs and green growth. Digitalisation, state-of-the-art technologies and innovation will be one of the key focus themes of the green growth projects included in the action

## **3.4. Risks and Lessons Learned**

<b>Category</b>	<b>Risks</b>	<b>Likelihood (High/Medium/Low)</b>	<b>Impact (High/Medium/Low)</b>	<b>Mitigating measures</b>
1-External environment	Risk 1: The Jordanian economy is facing a serious socio-economic situation and challenges, associated with the influx of refugees, with increased unemployment and poverty rates that may trigger	<b>M</b>	<b>H</b>	The action will support the development of the green economy in line with national plans and strategies and special resilience plans for the refugee presence. The action will ensure synergies through the proposed activities and serve to reduce social tension and political risks through the provision of more job opportunities and basic services.

	social tensions and social unrest.			
	Risk 2: The impact of the political crisis in the region, growing inflation and the COVID-19 pandemic is significant and prolonged, including slowing down the implementation of reforms and other activities.	<b>M</b>	<b>H</b>	The action will enhance the active participation of local government, NGOs, CSOs and the private sector along with the competent line ministries, which will mitigate regional impact effects.
	Risk 3: Sectoral state budget allocations to green growth support are not sufficient to fully achieve targets.	<b>M</b>	<b>H</b>	The action is implemented in close coordination with the budget support component of the AAP 2021 Green Economy programme. Guidance from the steering committee to the different stakeholders and multiple ministries will ensure proper sectoral allocations to implement the action's objectives according to the annual work plan.
2-Planning, processes and systems	Risk 4: GOJ may encounter difficulties in the implementation of proposed reforms and coordination of activities with line ministries. Stakeholders in the various sectors do not fully cooperate, consequently preventing change and improvement.	<b>M</b>	<b>M</b>	The creation of the action's steering committee under the leadership of MoPIC will ensure monitoring and alignment, in close coordination with the Higher Steering Committee for Green Economy formed during the recent development of the Green Growth Action Plan as well as the GOJ Response to the Syrian refugee crisis. Specialist technical committees within the action, with the participation of various stakeholders, will ensure enhanced cooperation.

### Lessons Learned:

EU support to Jordan has a successful record of: (i) two green energy Sector support programmes between 2011-2020, (ii) ongoing solid waste management Sector Support (2018 – 2023 ), (iii) green innovation grants, (iv) delegation agreements in the water and wastewater sectors, (v) flagship regional programmes with the active participation of Jordan (e.g. SWITCH-MED, CLIMA-MED, WES, RTAP), as well as (vi) different projects tackling green support in refugees' host communities and refugees' camps.

The action builds on experience in WASH in refugee camps and host communities, especially in waste management, water and wastewater management as well as on socio-economic empowerment. In response, the EU has been focusing on contributing to these priorities through 5 country-level interventions with an



approximate value of EUR 175 million, covering improved access to water, distribution and sewerage disposal; WASH in schools; and solid waste management. Furthermore, 2 multi-country interventions with an approximate total value of EUR 34.5 Million to provide improved WASH infrastructure and facilities at community, institutions and household level and strengthening the resilience of host communities and Syrian refugees are also part of this portfolio.

Throughout this period, there were some delays from public sector institutions in achieving the set targets. Lack of coordination among different partners and stakeholders was evident and hindered further achievement of set targets, as well as a lack of complementarity between national plans and the JRP, even if their respective objectives were convergent. Furthermore, appropriate risk mitigation measures were not initially defined. Nevertheless, most actions were implemented effectively, with the contribution of donor coordination and complementarity. The expected impact was reached, yet more efforts to ensure future sustainability are needed. Pilot projects and complementary actions proved positive impacts and opportunities for replicability and scale-up.

These lessons are being taken into consideration in the formulation of this action, which comprises a much broader sectoral coverage to green growth and economy since they reflect Syrian Refugees needs.

### **3.5. Intervention Logic**

The underlying intervention logic for this action is that if the 3 Outcomes (Specific Objectives) are achieved, then the action will contribute to the desired Impact (Overall Objective) of contributing to the development of a green, environmentally sustainable and socially inclusive post COVID-19 economy through the enhanced implementation of Jordan's green growth strategy and action plan, with a due impact on the mitigation of the Syrian refugee crisis and the alignment of refugees' needs with national needs. Each of the action's sectoral Outcomes, i.e. focusing on the energy - water – agriculture nexus, local development will contribute in an integrated and coordinated manner to Jordan's green growth economic recovery.

The action is in line with the GoJ's green growth objectives and the GOJ Response to Syrian Refugees (i.e. the JRP) as well as the EU Green Deal. It reflects the clear EU understanding of the needs for Jordan to develop its green economy in recovering from the COVID-19 pandemic and move to deliver more tangible outcomes represented by different visible activities, to respond to Syrian Refugees and vulnerable Jordanians' needs, as well as achieve SDGs and fight climate change. The expected results of the action, which are totally in line with the priorities of Jordan, are equally important to the EU Green Deal policy and for minimising the negative impacts of climate change. The action will lead by 2024 to the direct output results analysed in the Logical Framework presented. The Outcome is particularly in line with all the objectives of Jordan's Green Growth Action Plan (which also considered the challenges posed by the COVID-19 economic recovery) and achievement of its NDC under the Paris Agreement, i.e. climate change adaptation and mitigation, enhanced natural capital, sustainable economic growth, social development and poverty reduction and resource efficiency.

An important focus element of this action is multi-sectoral policy dialogue with multiple stakeholders, including international donors, in Jordan's transition towards a green economy and in response to Syrian refugee crisis. The Action will encourage more conducive and better coordinated activities for the development of green growth and the green economy of Jordan, through regular multi-stakeholder consultation meetings involving the energy, water, agriculture and circular economy themes.

### **3.6. Indicative Logical Framework Matrix**

Results	Results chain: Main expected results [maximum 10]	Indicators [at least one indicator per expected result]	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	To contribute to the development of a green, environmentally sustainable and socially inclusive post COVID-19 economy through the enhanced implementation of Jordan's green growth strategy and action plan with a focus on the response to the Syrian crisis	% contribution of energy, water, agriculture, transport, solid waste management and industry sectors to Jordan's GDP	-2.2%	2.5%	MoF and MoPIC annual reports	<i>Not applicable</i>
<b>Outcome 1</b>	1. enhanced coordination and sustainable resource management in the energy, water and agriculture sectors (nexus)	Annual national investment budget for Jordan's energy, water and agriculture sectors (JD)	0	25 M	MEMR, MoWI, MoAgr and MoF annual reports	
<b>Outcome 2</b>	2. enhanced management of water and wastewater within Azraq Refugee Camp	Annual national investment budget for Jordan's water and waste water sector (JD)	To be set in the Financing Agreement	To be set in the Financing Agreement	MoT and MoF annual reports	
<b>Outcome 3</b>	3. enhanced circular economy practices within solid waste management with links to local development	Annual national investment budget for Jordan's environment and local administration sector (JD)	To be set in the Financing Agreement	To be set in the Financing Agreement	MoEnv, MoLA and MoF annual reports	
<b>Output 1 related to Outcome 1</b>	1.1. More conducive and better coordinated activities for the development of green growth and the green economy of Jordan	Number of additional multi-stakeholder consultation meetings related to green growth and green economy issues across 2 or more sectors	0	12	MoPIC and MoEnv and MoWI and MoAgr and MoLA	

					annual reports	
<b>Output 2 related to Outcome 2</b>	2.1 increased implementation of Jordan's Green Growth National Action Plans 2021-2025,	Number of additional green growth projects implemented within the water, energy-food nexus	0	1 Azraq camp WW & use of treated WW for agriculture	MoEnv and MoWI and MoAgr progress reports on Green Growth action plan	
<b>Output 3 related to Outcome 3</b>	3.1 Implemented green growth projects by refugees, municipalities, NGOs, CSOs, academia and the private sector (optional <i>complementary support</i> )	Number of new green growth projects by refugees, municipalities, nature protection and environment NGOs, CSOs, industries, SMEs, academia and young entrepreneurs	0	10-20	Award decisions and final reports of green growth projects	

## **4. IMPLEMENTATION ARRANGEMENTS**

### **4.1. Financing Agreement**

In order to implement this action, it is not envisaged to conclude a financing agreement with the 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 adoption by the Commission of this Financing Decision.

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 [applicable for Project modality or for complementary support to a**

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<sup>5</sup>.

#### **4.3.1. Direct Management (Grants)**

##### **a) Purpose of the grant(s)**

The grant scheme will support the activities related to Output 3.1 (contributing to Specific Objective 3), to develop circular economy culture in private and municipal sector planning, via the adoption of best available technologies and green innovation, and ensure green innovation via efficient use of resources, reduce the amount of landfilled waste, increase the amount of recyclable; and promote the creation of green jobs in the recycling sector through the involvement of the private sector and the promotion of public-private partnerships.

##### **b) Type of applicants targeted**

Potential applicants include legal persons and specific type of organisations such as local authorities, NGOs, academic institutions, international (inter-governmental) organisations and other public bodies, economic operators such as small and medium enterprises with a particular link to the green economy.

#### **4.3.2. Indirect Management with an entrusted entity**

A part of this action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria: an entity with sound experience in water/wastewater management, particularly within Refugees' camps or Host Communities, and demonstrated capacity for clear integration of efficient use of resources and circular economy opportunities.

The implementation by this entity entails support of wastewater treatment in Syrian refugee camps and neighbouring communities (Specific Objective 2 associated with output 2.1). The implementation of this action will entail the construction of a decentralised wastewater treatment system that reduces the current treatment costs and can be sustainably operated and maintained. Moreover, it will lead to the protection of human health and to minimizing long-term environmental consequences for underground water resources by

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<sup>5</sup> [www.sanctionsmap.eu](http://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.

eliminating discharges of raw sewage and septic tank effluents into the ground of Azraq town. The decentralised wastewater treatment system would increase the amount of treated wastewater on the spot, which could be re-used for irrigation of tree plantations and green areas for the camp residents or neighbouring host community.

#### **4.3.3. Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances (one alternative second option)**

In case of shift from indirect to direct management, the EU Delegation will ensure to implement the envisioned activities according to its procurement rules.

#### **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**

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Implementation modalities</b> – cf. section 4.4	
<b>Objective 1 enhanced coordination and sustainable resource management in the energy, water and agriculture sectors (nexus)</b>	N/A
<b>Objective 2 enhanced management of water and wastewater within Azraq Refugee Camp</b> composed of	<b>8 000 000</b>
Indirect management with Member State Organization– cf. section 4.3.2	8 000 000
<b>Objective 3 enhanced circular economy practices within resource efficiency and solid waste management with links to local development</b> composed of	<b>5 000 000</b>
Grants (direct management) – cf. section 4.3.1	5 000 000
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	N/A
<b>Communication and visibility</b> – cf. section 6	N/A
<b>Contingencies</b>	N/A
<b>Totals</b>	<b>13 000 000</b>

## **4.6. Organisational Set-up and Responsibilities**

The Steering Committee (SC) to be formed under the bilateral EU support to Green Economy in Jordan 2021 – 2024 action will cover also the full range of actions to be undertaken under this programme in response to the Syrian crisis. It will meet at least three times a year to endorse strategic orientations, oversee the action's execution and facilitate implementation of the activities. The SC will be chaired by the MoPIC. It will include representatives from the MoEnv, MEMR, MoWI, MoAgr, MoT, MoITS, MoLA, MoF, MoI, and EU Delegation, and its composition will reflect the variety of stakeholders in the programme. Private sector and civil society representatives may also take part according to their set roles as needed, which will enhance policy dialogue to develop Jordan's green economy, including under a Syrian crisis focus.

The SC will monitor the overall implementation of the action, review progress, coordinate the different results areas and guide the activities to the successful achievement of the action's objectives. It will approve the reports and work plans. It will also help coordinate between all Jordanian institutions and groups likely to be involved in the action. The implementation, follow-up and reporting of the budget support as well as indirect management activities will be carried out pursuant to the rules and procedures set out in the practical guide to EU procedures. The Steering Committee will at all times ensure alignment with the Higher Steering Committee for Green Economy, formed during the recent development of the Green Growth Action Plan in Jordan.

A specialist Technical Committee, chaired by the MoEnv as a Secretariat, will be set and will report to the Steering Committee to facilitate implementation of the activities, including technical and financial planning. Its composition will reflect the variety of stakeholders in the green economy and growth effort. It will include at least one representative of each of the following institutions: MoPIC, MoEnv, MEMR, MoWI, MoAgr, MoLA, MoI, private sector (represented by the Chamber of Commerce, Associations and Foundations, Vocational Training Corporation and Higher Council of Science and Technology) and civil society (including rights holders such as youth, women organisations and organisations representing vulnerable and marginalised groups, including Syrian refugees). The stakeholders will be called for meetings every 3-4 months and more often if deemed necessary. The other line ministries, semi-governmental institutions, private sector and civil society organisations will be called upon when needed.

Relevant UN agencies working on Syrian Refugees' matters may be invited to participate in both committees.

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 results (Outputs and direct Outcomes) 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:

The MoEnv Secretariat of the Technical Committee will be responsible for the required data collection, analysis and monitoring, with support from the EU Technical Assistance as necessary. Official sources of information will be the annual reports of MoF, MoPIC, MoEnv, MEMR, MoWI, MoAgr, MoT, MoITS, MoLA and EMRC, JREEF progress reports on NEEAP, the Jordan RECP plan, JRP follow-up meetings, specific activity monitoring reports (including quality assessments), as well as the award decisions and final implementation reports of the green growth projects (output 4.2.2). A novel important source of information will be the annual integrated green growth and EE progress reports for the energy, water, agriculture and transport sectors and buildings infrastructure, which will be systematically prepared by the MoEnv Secretariat of the Technical Committee, with specific support from the EU Technical Assistance for the first edition in particular. These reports will be particularly important for policy dialogue and multi-stakeholder coordination on green growth and are expected to become the key integrated tool for monitoring the transition progress of Jordan's green economy and growth.

## **5.2. Evaluation**

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

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the integrated implementation of green growth needs to be enhanced in Jordan, and also because some of the activities are particularly innovative and can be considered as a pilots.

The Commission shall inform the implementing partner at least one month in advance of the dates envisaged 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 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.

The financing of the evaluation shall be covered by another measure constituting a financing Decision.

## **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. COMMUNICATION AND VISIBILITY**

Communication and visibility is a contractual obligation for all entities implementing EU-funded external actions, to advertise the European Union's support for their work to the relevant audiences.

To that end they must comply with the instructions given in the [Communication and Visibility Requirements of 2018](#) (or any successor document), notably with regard to the use of the EU emblem and the elaboration of a dedicated communication and visibility plan, to be completed for every action at the start of implementation.



These obligations apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries or entrusted entities. 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.

Communication and visibility measures may be funded from the amounts allocated to the action. 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 concerned EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before work starts. 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.



**EN**

**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX II**

of the Commission Implementing Decision on the financing of the special measure in favour of Jordan for 2021

**Action Document for Support to access to justice for refugees and host communities in Jordan**

**ANNUAL MEASURE**

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

**1. SYNOPSIS**

**1.1. Action Summary Table**

<b>1. Title CRIS/OPSYS Basic Act</b>	Support to access to justice for refugees and host communities in Jordan Annual measure in favour of Response to Syrian Refugees Crisis in Jordan for 2021 CRIS number reference: NDICI-GEO-NEAR/2021/43394 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Jordan, throughout all regions.
<b>4. Programming document</b>	N/A
<b>5. Link with relevant MIP(s) objectives/expected results</b>	N/A
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	N/A
<b>7. Sustainable Development Goals (SDGs)</b>	Main 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 Other significant SDGs: SDG 5: Achieve gender equality and empower all women and girls, SDG 10: reduce inequalities within and among countries.

<b>8 a) DAC code(s)</b>	15130 – Development of legal and judicial services; 72010 – Assistance to displaced persons			
<b>8 b) Main Delivery Channel</b>	Central Government - 11000			
<b>9. Targets</b>	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <sup>1</sup> <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	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"/>
<b>11. Internal markers</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation Tags: digital connectivity digital governance digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

<sup>1</sup> For the Neighbourhood, activities related to education shall be marked as part of the “Social Inclusion and Human Development” target, in line with the NDICI-GE programming guidelines.

job creation		<input type="checkbox"/>	<input type="checkbox"/>
digital skills/literacy		<input type="checkbox"/>	<input type="checkbox"/>
digital services		<input checked="" type="checkbox"/>	<input type="checkbox"/>
<u>Connectivity</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tags: transport		<input type="checkbox"/>	<input type="checkbox"/>
people2people		<input type="checkbox"/>	<input type="checkbox"/>
energy		<input type="checkbox"/>	<input type="checkbox"/>
digital connectivity		<input type="checkbox"/>	<input type="checkbox"/>
Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Reduction of Inequalities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### BUDGET INFORMATION

<b>12. Amounts concerned</b>	<p>Budget line(s) (article, item): 14.020110 Southern Neighbourhood</p> <p>Total estimated cost: EUR 9 000 000</p> <p>Total amount of EU budget contribution EUR 9 000 000 , of which EUR 5 000 000 for budget support and EUR 4 000 000 for complementary support.</p>
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### MANAGEMENT AND IMPLEMENTATION

<b>13. Implementation modalities (type of financing and management mode)</b>	<p>Budget Support</p> <p><b>Direct management</b> through:</p> <ul style="list-style-type: none"> <li>- Budget Support: Sector Reform Performance Contract</li> </ul> <p><b>Indirect management</b> with the entity(ies) to be selected in accordance with the criteria set out in section 4.4.1.</p>
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## 1.2. Summary of the Action

The Government of Jordan has been struggling to absorb the costs of the services provided to an increasing population. Already prior to the large presence of refugees, **access to legal aid services such as legal counselling and representation was insufficient to meet the needs of poor and vulnerable**. Reforms introduced from 2017 have increased the use of free legal aid services and access to justice for refugees and host communities. However, provision of these services still is far from matching the needs. Rule of Law (RoL) **reforms need further support** to improve the management and quality of justice services delivered to refugees and vulnerable groups so to increase fair trial guarantees and to expand legal aid services to a larger public, in order to better respond to the justice needs of the most vulnerable groups.

The overall objective of this action is to promote and protect the rule of law and human rights for all in Jordan.

The action aims at **improving access to affordable justice for refugees and host communities**, while enhancing transparency and accountability of the judicial system.

The expected outputs to be delivered are:

- 1.1 Legal aid schemes for refugees and host communities further developed and expanded.
- 1.2 Strengthened capacity of individuals and Civil Society Organisations (CSOs) to scrutinise institutions' performance and support refugees and host communities in claiming and defending their rights.
- 2.1 Promoted access to legal information for the public, especially refugees and host communities.
- 2.2 Improved capacities of justice actors to meet the justice needs of the population, especially refugees and host communities.

This programme will complement the bilateral programme “Support to Rule of Law and justice for all in Jordan” planned under the bilateral Annual Action Programme 2021. It is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG Goal 16 "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions all levels". It will implement the pledges made by the EU at the Brussels conferences on Supporting the Future of Syria and the Region in 2020 and 2021.

## 2. RATIONALE

### 2.1. Context

Since the start of the conflict in 2011, the situation in Syria has remained one of the **worst humanitarian crises in the world** with 5,5 million Syrians having fled the country as of June 2020, and another 6 million people internally displaced. Jordan hosts around 658,000 Syrian refugees, registered by UNHCR, of whom approximately 20% (123,073) live in camps, while the majority has settled in rural and urban areas throughout the country, primarily in the northern governorates and Amman. Among the Syrian refugee population 25.7 % are women, 23.8 % are men, 24.6 % are girls and 25.9% are boys. Women and girls represent more than half of the refugee population (50.3%). The sheer magnitude of this urban displacement creates increasing pressure on education, health and social services. Towards the end of 2019, there were 67,000 Iraqis, 15,000 Yemenis, 6,000 Sudanese and 2,500 refugees from 52 other nationalities.

The Government of Jordan and international organisations have been struggling to absorb the costs of the services provided to the increasing population. This has specific implications for the safety and security of women, girls, men and boys and their ability to participate in and access programs and services. Ten years into the crisis, **refugees in Jordan are now more vulnerable than ever**, with many of them facing risks related to poverty, lack of documentation and legal services, food insecurity, and lack of access to healthcare. Jordan's justice system faces a number of challenges that have been exacerbated by the Syria crisis. Specifically, **courthouses and legal services have been put under stress** due to the increased caseload associated with the continued presence of refugees. From 2014 to 2018, the number of cases involving refugees as parties before Regular Courts has increased by 20% and the same trend is registered until 2020.

There are an estimated 6,000 refugees facing significant vulnerability as a **result of uncertain residency status**. The regularisation carried out from March 2018 to March 2019 was mostly successful, though there remain some 1,197 cases (3,708 individuals) who did not meet the criteria and are now residing illegally in urban areas. This includes those who a) left camps after 30 June 2017 (57%), b) those who possess Proof of Registration and are “still active in camps” but left camps illegally to live in urban areas (35%) and c) a small number who entered Jordan illegally after June 2017 (2%). Refugees living in this situation face considerable risks as they are not eligible for subsidised health care and International Non-Governmental Organisations

(INGOs) are prevented from offering them assistance. Furthermore, if apprehended by Jordanian authorities, they face the possibility of being placed in administrative detention.

Already prior to the large presence of refugees, **access to legal aid services such as legal counselling and representation was insufficient to meet the needs of poor and vulnerable** Jordanians, and women in particular. At the same time, poor and near poor are considerably more likely to experience legal problems than other Jordanians. Since Jordanian law does not guarantee free legal counsel, the complexities of accessing government services and navigating bureaucracy constitute significant access barriers. In terms of legal representation in a court of law, those who cannot afford a lawyer are not granted legal aid by the state except in criminal cases where the crime is punishable with a sentence of more than 10 years. When poor and vulnerable people go to court even with existing access barriers, they are left to represent themselves despite their lack of knowledge of the Jordanian legal system.

In recent years, Jordan has pursued its governance transformation and socio-economic reform agenda, with a commitment to Agenda 2030 and Sustainable Development Goals. The country undertook **significant reform initiatives** in the Rule of Law sector, with the **strengthening of the independence** of the Judiciary, **improved litigation procedures** and enhanced fair trial guarantees. Justice and law enforcement institutions embarked on a modernisation and digitalisation process to improve public access to information and efficiency of service delivery.

Despite these achievements, the country still faces **challenges in fulfilling its human rights obligations**. Jordan ranks 50 (out of 128) on the World Justice Project Rule of Law index 2020, and whilst performing best in criminal justice, civil justice and regulatory enforcement (average rank of 34), declining scores are observed on fundamental rights and open government (ranks 88 and 91). Jordan ranks low in the global Gender Gap, positioned 138 (out of 153)<sup>2</sup>, with the lowest score on economic participation and opportunity (145).

The **backslide on human rights and gender equality**, was further aggravated during the COVID 19 pandemic, following the issuance of defence orders restricting the rights of expression and assembly, the rights of the defence, and hampering women and vulnerable groups to seek effective remedy. The country keeps facing internal political challenges, due to recurrent changes in governments, cabinet reshuffles, a controversial electoral law and a fragile parliamentary system, which resulted along with the pandemic, in a low turnout of 29% during last parliamentary elections held in November 2020. In the midst of the regional turmoil and continuous instability at its borders, Jordan remains relatively stable and secure in comparison to its neighbours. Social strikes and protests driven by poverty and inequalities have however toughened the response of the security apparatus, which powers were augmented with the reactivation of the Jordan National Defence Law No. 13 of 1992 since 18 March 2020.

### **Fundamental values**

Jordan is party to nine international human rights conventions. While a **party to the Committee Against Torture (CAT)**, the country has not ratified the Optional Protocol to the Convention (regarding a national preventive mechanism, confidential inquiries and individual complaint procedures) and the Jordanian Penal Code falls short of CAT standards – including in criminalising torture merely as a misdemeanour (Art. 208). Similarly, while a **party to the International Covenant on Civil and Political Rights (ICCPR)**, it has not ratified the First and Second Optional Protocols (individual complaint procedure and abolition of the death penalty). Jordan holds **reservations on Committee on the Elimination of Discrimination Against Women (CEDAW)** provisions (concerning equal rights with regard to nationality of children, equal rights and responsibilities in marriage, equality of rights and responsibilities of parents after marriage dissolution, equal personal rights, including the right to choose a profession and occupation) that, together with the Personal Status Law, which upholds male guardianship, seriously impact the status of and sustain discrimination against

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<sup>2</sup> World Economic Forum's Gender Gap Index 2020

women in the country. Jordan also holds reservations on the Convention of the Rights of the Child (including the right to choose religion) and permits exceptions to child marriage (authorised by Sharia judges for children over 15 years and three months old). Jordan accepted 149 recommendations out of 226 made by the UN's Human Rights Council at the Third Universal Periodic Review (UPR) held in November 2018. Main concerns raised by the Working Group, the National Centre of Human rights (NHCR) and other NGOs related to **gender equality, women's empowerment, the treatment of detainees and inmates at police stations and prisons** (including alleged use of torture), infringement of civil and political rights, namely **restrictions of the freedom of expression** and the right to peaceful assembly. The Laws governing NGOs, Cybercrime Law, Antiterrorism Law, Press and Publications Law are still not compliant with Jordan's international obligations. **Fundamental freedoms (expression, association and assembly) have deteriorated** in the context of COVID-19 restrictions (even if the scope of the state of emergency relates only to the pandemic). The dissolution of the Jordanian Teachers' Association in July 2020 by the Attorney General's Office (rather than suspension and dissolution by court order, which only took place in December) pointed to a general regression in the Rule of Law and highlights interference in the administration of justice. Provincial governors continue to make use of the 1954 Crime Prevention law, which allows them to place individuals in administrative detention without warrants or judicial review, denying them legal safeguards (information on the reason for their arrest, access to a lawyer and to a doctor, being brought before a judge without delay).

### **Complementarity with EU and other Donors/Partners**

The proposed action is fully complementary to the planned interventions supported by the EUD in the rule of law and governance sectors, namely a parallel support to judicial and law enforcement institutions on Rule of Law. The two actions will both have a Budget support component and will have a **joint policy dialogue with the Government**. It also closely coordinates with actions funded by **DG ECHO** in the protection field, in particular the protection component of the programme "*Promotion of protection and well-being of refugees living in refugee camps and host communities of Jordan*". It links with other actions funded under ENI, such as the integrity and accountability programme improving the performance of public administrations and their responsiveness to citizens' needs at both central and local levels. The action will run in parallel with other programmes supporting the capacities of security and law enforcement agencies, including assistance to the Public Security Directorate (PSD) /Community Peace Center on PVE issues; the Family Protection Department (FPD) and the Women Police Department (WPD) on gender-based violence (GBV) issues in the refugee camps and communities in the North and Mafraq regions; two integrated border management projects in the North-Eastern parts of Jordan as well as the JONAP for the implementation of UN Security Council Resolution 1325 on Women, Peace and Security (2018-2021).

Key development partners active in the RoL sector include EU member states, the USA, the UK, Norway, Japan as well as United Nations agencies. **USAID** is, along with EU, the other main donor in the RoL sector. They supported the independence of the Judiciary, the effectiveness and efficiency of the judicial system and processes through its RoL programme since 2008. The current programme ended in May 2021 and a follow up "Public accountability and strengthening Justice Project" of USD 40 million is planned to start at the end of 2021. It will mostly focus on strengthening accountability, efficiency and transparency of public sector reforms, with a lesser focus on judicial independence and protection of human rights. USAID also plans to support the operational work of the PSD/ FPD and WPD on GBV issues, with the set-up of gender friendly places, shelters, and better referral mechanism for victims of violence. The **German** Federal Foreign Office have been implementing RoL programmes, through IRZ and the Max Planck Foundation supporting courts, the Ministry of Justice (MoJ) and the Judicial Institute of Jordan (JIJ), on criminal law issues, constitutional law, international law standards, legislative drafting, etc. More recently, Germany started to partner with international and local NGOs to promote the RoL culture and human rights at the grass root level with universities, schools and youth. **Denmark** is financing a Governance regional programme covering four countries: Jordan, Morocco, Tunisia and Egypt, focusing on human rights, gender, and freedom of media. The Human Rights portfolio is managed under the **Dignity Project**, which works with justice sector institutions, the NCHR, CSOs and the Bar to reduce pre-trial detention, prevent the use of torture and ill-treatment in places

of detention and provide legal assistance and rehabilitation services to victims of mistreatment and torture. The **French** MFA is supporting the justice sector through their bilateral cooperation with French High Courts and the National School for Magistrates. At the regional level, they envisage to develop a programme supporting the legal clinics of universities (Jordan, Iraq, Lebanon and Palestine) and more operational programs on anti-corruption and counter-terrorism issues. The **AFD** is financing the GoJ through a sector policy loan (EUR 40 million) to support the implementation of the civil and commercial pillar the MoJ's strategy. The **Spanish cooperation agency (AECID)** supports the RoL programme components on access to justice and legal empowerment of citizens, and co-funds the EU programme with a set of grants of EUR 990,781, allocated to the MoJ, the National Human Rights Center (to enhance the skills of the Jordanian Bar) and CSOs. The **Dutch embassy** is currently financing JCLA and UNODC to conduct a mapping exercise of the juvenile Justice chain to identify niche areas for future intervention. They also support a large human rights and gender projects implemented by CSOs through the Sharaka fund.

### **EU added value**

This action is aligned with the core values of Rule of Law, democracy and human rights, which are anchored in the EU legal and policy framework, and its development agenda. These were most recently reiterated in the *Global strategy for EU's foreign policy and security* and the *New European Consensus on Development*, which constitute the comprehensive framework aligning the EU external action to the 2030 Agenda and the fulfilment of Sustainable Development Goals (SDGs). These policies underlay the link between the principles set out in article 21 (3) of the Treaty of European Union (TEU), the rights-based approach, gender equality, political dialogue and participation of civil society in all development cooperation. The proposed intervention also contributes to achieve the EU priorities defined in the *Neighbourhood, Development International and Cooperation Instrument (NDICI)*, and will integrate some of the Commission's overarching priorities, in particular the consolidation of the Rule of Law, respect for human rights and human dignity and the development effectiveness principles.

The action additionally reflects the objectives laid out in the *EU Action Plan on Human Rights and Democracy (2020-2024)*<sup>3</sup>, in particular the protection and the empowerment of right holders, the reinforcement of accountability mechanisms, the increased respect of human rights in the administration of justice and the deeper engagement with civil society. The action will also take into account the *EU Gender Equality Strategy (2020-2025)*<sup>4</sup> and the *Gender Action Plan (GAP) III (2021-2025)*<sup>5</sup>, to mainstream the gender perspective throughout the action project cycle, with a focus on some thematic engagements, namely on strengthening economic and social rights and empowering girls and women, and advancing equal participation and leadership. The EU - Jordan bilateral relations have been conducted under the EU-Jordan Association Agreement and the EU-Jordan partnership priorities. The support to the Rule of Law (RoL) has been emphasized as a priority area of the EU-Jordan bilateral cooperation, namely under the last Support Single Framework 2014-2020, which focused on strengthening the rule of law for enhanced accountability and equity in public delivery.

The action further aligns with a renewed EU partnership with the Southern Mediterranean partner countries in the Joint Communication of 9 February 2021<sup>6</sup>. The new agenda draws on the full EU toolbox and proposes to join forces in fighting climate change and speeding up the twin green and digital transformations and to renew the EU commitment to shared values. A dedicated Economic and Investment Plan<sup>7</sup> accompanies the

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<sup>3</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020JC0005>

<sup>4</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. A Union of Equality: A Union of Equality: Gender Equality Strategy 2020-2025. COM/2020/152

<sup>5</sup> Joint Communication to the European Parliament and the Council, EU Gender Action Plan (GAP) III: An Ambitious Agenda for Gender Equality and Women's Empowerment in EU External Action. JOIN(2020)17.

<sup>6</sup> JOIN(2021)2

<sup>7</sup> SWD(2021)23



Joint Communication to spur long-term socio-economic recovery in the Southern Neighbourhood in the aftermath of the COVID-19 pandemic.

## 2.2. Problem Analysis

Short problem analysis:

The Jordan Response Plan to the Syrian Crisis (JRP) emphasises how, in spite of improvements, Jordan's **justice system still faces challenges that have been further exacerbated by the Syria crisis**. Particularly, courthouses, legal staff and associated support services are strained because of the growing caseload associated with the high influx of refugees, who are particularly vulnerable due to the lack of documentation and security tenure.

**Already prior to the large presence of refugees, access to legal aid services** such as legal counselling and representation was insufficient to meet the needs of poor and vulnerable Jordanians, and women in particular. At the same time, poor and near poor were considerably more likely to experience legal problems than other Jordanians. Since Jordanian law does not guarantee free legal counsel, the complexities of accessing government services and navigating bureaucracy constituted significant access barriers. **Legal needs of incoming refugees considerably exacerbated the situation** through the sheer volume and more complex nature of their legal problems. They are often linked to missing or incomplete documentation related to their countries of origin.

The legal aid mechanism established with the bylaws of November 2018, is a first step in the **struggle to institutionalise legal aid** but it still has **significant flaws**, especially in responding to the needs of and outreaching refugees and host communities. The current legal framework provides free legal aid to a very limited category of offenders: **only free representation in courts** is forecasted for those accused of death penalty, life imprisonment and crimes punishable with over 10 years of imprisonment; for juveniles committing all crimes and felonies. These cases exclude reoffenders, misdemeanours, administrative and civil cases. Provided it complies with these criteria, the aid is available for everyone, including refugees.

Legal amendments are currently discussed by a special justice committee, **to expand the outreach of free legal aid services to more categories of beneficiaries and revise the criteria**. Further support measures will be needed following the current assistance provided under the RoL programme: among others a financial impact assessment of the legislative amendments, the operationalisation of the legal aid fund, the mapping of the legal aid providers in Jordan, the capacity development of court liaison officers, prosecutors and judges, a monitoring system for the quality control of services delivered, the installation of an automated data-based management system in MoJ and its connectivity with the Bar and the National Aid Fund. The monitoring system of the legal aid services provided will have to be further improved to assess the weaknesses and strengths of the legal aid mechanism and further attract donations to the fund.

**Legal aid remains clearly a challenge, particularly for refugees and host communities**. Some studies among refugees found that most respondents had never heard of legal aid. This lack of awareness of rights and responsibilities amongst Jordanians and refugees, in addition to cultural preferences for alternative or non-formal dispute resolution, is an obstacle for individuals to claim their rights, which increases their vulnerability and their likelihood of breaking the law unintentionally. Many refugees in Jordan lack important legal and civil documentation such as birth, marriage, and death certificates due to loss or damage, or a lack of awareness of the need for such documents and the procedures for obtaining them. This has significant consequences for unregistered or undocumented women and children who cannot access to services without proper identification. The creation of an office of the Shari'a court in Za'atari Camp has improved marriage registration among Syrian refugees, but no new offices have been opened in host communities, leading to a growing number of unregistered marriages and births.

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

**Civil Society Organizations (CSOs) remain the principal legal aid service providers** in non-criminal cases, providing legal counselling, mediation, legal awareness and legal representation for cases in sharia courts and civil documentation issues faced by refugees, migrants and non-registered foreign citizens, in order to secure their legal status, legal protection and rights to access humanitarian, health and education services. Communication and media campaigns also need to be further developed in governorates outside of Amman to outreach and empower isolated persons and vulnerable groups on their rights and the use of justice mechanisms and remedial systems they can access. Although recent efforts have been made by the duty bearers to involve CSO in the implementation of training or referral activities, **CSO need to be further engaged by national institutions in dialogue processes over legislative and policy development and the monitoring of the RoL strategies.** Consequently, the action will seek to enhance this cooperation by establishing consultation platforms and joint mechanism for CSO and key justice institutions to discuss perspectives on improved legal aid assistance and alternative measures to detention.

The direct beneficiaries and duty bearers targeted by the action are the justice institutions. The **Ministry of Justice (MoJ)** is responsible for the logistical, technical and financial support of the judicial system and the administration of justice services. The MoJ also contributes to the formulation of sector legislations and policies and the protection of human rights, namely by facilitating access to justice through provision of free legal assistance. The **Legal Aid Directorate**, within the MoJ, is the structure directly responsible for the monitoring of legal aid requests, their assessment and provision of the services. The directorate is also responsible to monitor, coordinate and train the liaison officers within each Court in charge of dealing with legal aid. The **Judicial Council (JC)** is the judicial body entrusted to oversee the appointment and career development of judges and prosecutors, evaluating their performance and handling the judicial disciplinary system, in cooperation with its judicial inspection. The **Judicial Institute of Jordan (JIJ)** is responsible for the initial, continuous and specialised training of judges, prosecutors and other. The **Jordan Bar Association (JBA)** has concluded, in 2019, a cooperation agreement with the MoJ to handle the elective criminal legal aid cases eligible under the Legal Aid Bylaw No 119 of 2018, besides the provision of their free judicial assistance in all cases. They face challenges to cope with the ongoing digitalisation process, are assisted by the MoJ to improve their e-connectivity and by AECID, under the RoL programme, to improve their legal aid services and the lawyers' skills. The **Civil Society Organisations** active in the RoL sector in Jordan, play a significant role in raising awareness on human and legal rights and provide legal aid to diverse vulnerable groups, including refugees and migrant workers. Few cooperation agreements exist between CSO and RoL institutions, and CSO are still not involved in law/decision-making and review processes. The **Ministry of Planning and International Cooperation (MoPIC)** has an essential role in facilitating the coordination and policy dialogue between the RoL sector institutions and international development partners as well as in coordinating public investment planning and donors' contribution. The **General Budget Department (GBD)** and the Ministry of Finances (MoF) are indirect beneficiaries of the action. Their contribution is however essential to guide the implementation of the BS component and the disbursements of the variable tranches. The MoF is responsible for guaranteeing that RoL institutions remain financially stable, transparent, and accountable. The **final beneficiaries and right holders of the action are all refugees** and Jordanian citizens alike, especially persons in need of justice services in vulnerable situation: detainees, juveniles, elderly, persons with disabilities and other minority groups.

## 2.3. Additional Areas of Assessment

### 2.3.1. Public Policy

The current policy framework is composed of the **Justice Sector Reform Strategy, JSRS - (2017-2021)** and the **Criminal Justice Strategy, CJS - (2018-2021)** The JSRS encompasses the three sub strategies of the

Ministry of Justice, the Judicial Council and the Judicial Institute. These strategies were respectively developed and updated following the issuance of the Royal Committee's recommendations for developing the Judiciary and enhancing the Rule of Law (issued in 2017). These strategies seek to ensure judicial independence and fair trial guarantees, improve performance, integrity and transparency of the justice system, increase institutional capacity and equality, as well as public safety and confidence. The relevance and credibility of the justice sector strategies were satisfactorily assessed during the review of the general and specific conditions set in the financing agreement of the EU RoL programme and led to the nearly full disbursements of the first and second annual tranches.

As the **JSRS and the CJS are both coming to an end**, partner institutions are currently assisted by the TA of the ongoing EU RoL Programme to perform a **final evaluation of these strategies and formulate the following ones which will cover the period 2022-2026**. Two committees have been appointed in the spring by the MoJ and are working on the updated strategies which shall be approved before end of 2021. The logical framework for the proposed action is already fully aligned to the main objectives of the updated strategies, as set in their draft versions. The proposed action will also align with the newly developed **Prosecution Strategy (2021-2025)**, whose main objectives are to upgrade the quality of criminal case management and the execution of judgements, develop the knowledge and capabilities of prosecutors, strengthen guarantees ensuring respect human rights, namely through the use of alternatives measures to detention, expand the use of technology and electronic services and enhance relations with partners.

The **policies were assessed relevant**, as they address the strategic priorities and the necessary measures, which remain valid to fulfil the justice reform agenda and improve Rule of Law in Jordan. The justice policies are aligned with the national development priorities (Jordan 2025 and Jordan Economic Growth Plan) and other related plans such as the National Plan for Human Rights 2016-2025 and the Royal Committee recommendations for Judicial Reform and Rule of Law. Gender equality is mainstreamed and documented throughout the projects, activities and budgets of the institutions. The different plans, reports and verification documents submitted show progress in focusing on gender dimension aspects, and data are presented based on sex, age, nationality and geographical disaggregation when required.

However, **sustainability and impact of results remain underreported**, as results achieved are not consistently and systematically linked with the identified objectives and performance indicators identified in the justice sector strategies and the justice development goals towards SDG 16.

The policies showed a good track record in implementation until the end of 2020 although tracking and linkages of outputs with the related outcomes is still not well executed. Financing of the sector policies is partially secured and ensured through the national general budget and the Medium Term Expenditure Framework (MTEF), based on annual action plans developed by the RoL institutions. Timely completion of projects is however largely dependent on donor support, and deviations may occur in case of shortage of resources. The Jordanian government maintained its financial efforts to the RoL sector, despite public finance risk factors that were further exacerbated due to the sanitary crisis.

Institutional capacity has remained stable, but the human resource capacity within justice institutions (except PSD) has decreased and recruitment is being frozen in 2021, due to economic and sanitary restrictions. The important staff turnover occurring within all partner institutions has however affected the transfer of knowledge and the workflow process, therefore reducing the effects of sustainability and coordination over the last years.

Policy and budget are relatively well linked for MoJ and Judicial Council strategies, but links between the Criminal Justice Strategy (CJS) and the PSD budget remain weak. All key institutions require further awareness and capacity building on the need to structure the budget in alignment with strategic objectives. Activities are generally implemented with the objective of achieving indicators prescribed by donor agencies (i.e., at the output level) but not to achieve overarching strategic goals (i.e., at the outcome level). The

monitoring framework is in place and applied, with continuous operational difficulties, due to the lack of sufficient technical assistance delivered until now, which is planned to be further supported with the formulation of the new strategies. Data and supporting documents submitted by institutions are usually comprehensive and transparent, presenting few inconsistencies. However, progress reports do not consistently document how the strategies have achieved policies' outcomes, objectives and performance indicators identified in the operational plans and in the annual budgets. Henceforth, impact of the strategies' results need to be further demonstrated, by improving analysis and reporting on the performance of their results and spending. The Communication plan of the justice sector has been efficiently and effectively implemented.

In conclusion, **the policy is sufficiently relevant and credible for budget support contract objectives to be largely achieved.** Therefore the policy can be supported by the Commission with the proposed budget support contract.

### **2.3.2. Macroeconomic Policy**

The authorities are committed to persevering with their efforts to reliably lift growth, create jobs, and reduce poverty, while preserving stability. Despite the severe impact of the COVID-19 pandemic, with unemployment reaching record high levels at 25 percent, Jordan has successfully maintained macroeconomic stability. On 30 June 2021, the Executive Board of the IMF completed the second review of Jordan's program supported by the Extended Fund Facility (EFF). The Board also increased access under the four-year EFF arrangement by about USD 200 million to a total of about USD 1.5 billion. Jordan had already benefitted from about USD 400 million under the Rapid Financing Instrument last year to cope with the impact of the pandemic.

In the same context, the EU's third Macro-Financial Assistance (MFA) to Jordan, for an amount of EUR 700 million, was signed in October 2020 to continue the EU support Jordan to preserve macro-economic stability. The first tranche of EUR 250 million was disbursed in November 2020. The second tranche of EUR 250 million was released in July 2021.

The Central Bank of Jordan maintains an adequate level of international reserves to support the Jordanian Dinar's US\$ peg. The second review of the IMF-supported program confirmed that international reserves are projected to remain adequate, at above the 100% of the reserve adequacy matrix and should provide continued credibility to the dollar peg. Monetary policy has been appropriately accommodative since the onset of the pandemic.

Fiscal space is very constrained but the IMF has revised fiscal targets in the short-term to allow critical spending on health and social protection. Implementation of the Income Tax Law together with strengthening of tax administration is critical for domestic revenue mobilization to pave the way for gradual fiscal consolidation as the economy starts to recover gradually. However, other specific measures are needed. In this respect, implementation of the Financial Sustainability Roadmap for the power sector remains crucial, while a roadmap for water sector financial sustainability should also be prepared shortly.

Jordan's public debt is currently assessed as sustainable by the IMF. There is, however, a significant risk to debt sustainability if the envisaged fiscal outlook falls short of expectations and concessional external financing does materialise as anticipated. The IMF review concluded that the consolidated public debt to GDP ratio would approach 90% in short term, while the new medium-term policy framework will anchor at around 80% (by 2025). Servicing the energy and water sectors' existing debt burden weighs heavily on the public finances while major infrastructure investments projects are being prepared in the water sector in particular. Jordan has been undertaking various measures to boost growth as part of the five-year Reform Matrix (2019) which is currently under review by the Government. The country is focusing on reducing the cost of doing business, strengthening governance and regulatory frameworks as well as increasing labour market flexibility and promoting digital economy. Energy, water, transport and tourism are the main sectors under focus. It is also aiming to enhance the overall competitiveness in the economy as well as efficiency of the public sector.

In conclusion, the authorities are pursuing a stability-oriented macroeconomic policy and the eligibility criterion is met.

### **2.3.3. Public Financial Management**

Between 2016 and 2018 a number of international PFM diagnostic assessments were carried out such as the Public Expenditure and Financial Accountability (PEFA), Tax Administration Diagnostic Assessment Tool (TADAT), Public Investment Management Assessment (PIMA) and the OECD/SIGMA Corruption Risk Assessment of the Public Procurement System. Following these assessments, the Government endorsed in September 2018 a new PFM Strategy (2018 – 2021) that builds on the previous Strategy (2014-2017). The priorities and activities of the current strategy are still 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;
- Increase the linkage between the annual budget and the priorities established by national strategic objectives, especially for capital expenditure.

In line with the IMF programme and the wider policy framework, there is a strong commitment from the authorities to improve tax administration and public financial management are needed not just to improve budget outcomes but also to increase public trust.

Measures initiated by the Government in order to strengthen public financial management are expected to improve the management of fiscal risks and the monitoring of financial commitments, thereby preventing the continued accumulation of arrears. The GoJ is committed to put an end to the flow of new arrears and off-budget expenditures.

In the past two years several reforms were launched some of which are yet to be completed. However, there is evidence of steady but slow progress in most PFM areas. Important efforts have been made to contain the rising public debt before the Covid-19 pandemic, and significant steps were taken in the area of Public Investment Management to managing all investments according to standards set by the new PIM framework. The EU Delegation is currently carrying out an update of the PEFA, also to inform the Government's next phase of PFM reforms and strategy.

In conclusion, the public finance management reform strategy (2018-2021) is sufficiently relevant and credible, including on domestic revenue mobilisation, and the eligibility criterion is met.

### **2.3.4. Transparency and Oversight of the Budget**

The budget proposal for 2021 was endorsed by Cabinet on 29/11/2020 and was published on the GBD website the following day. The legislature approved the budget in February 2021. The Royal Decree was then issued and gazetted.

In the Open Budget Survey 2019 (released in April 2020) Jordan scored 61/100 on budget transparency, which is considered sufficient to enable the public to engage in budget discussions in an informed manner and is substantially higher than the world average of 45.

As for budget oversight by the legislature Jordan scored 43/100. This score reflects that the legislature provides limited oversight during the planning and the implementation stages of the budget cycle. The score on the oversight by the Supreme Audit institution is lower (28/100) because of the limited independence and resources of the Audit Bureau. The Audit Bureau Law was amended by the Parliament in September 2018 with some positive elements to enhance the independence of the institution in line with INTOSAI standards

and there is a strong commitment from the appointed President of the Audit Bureau to further strengthen the institution.

IMF has stressed the publication of COVID-19 related spending, including beneficial ownership information for large transactions. MoF is continuously publishing the COVID-19 spending since September 2020 on its website including beneficial ownership information for large transactions in line with IMF programme.

In conclusion, the relevant budget documentation has been published and the eligibility criterion is met.

### **3. DESCRIPTION OF THE ACTION**

#### **3.1. Objectives and Expected Outputs**

The Overall Objective (Impact) of this action is to promote and protect the rule of law and human rights for all in Jordan.

The Specific Objectives (Outcomes) of this action are:

1. Improved access to affordable justice for refugees and host communities, including to effective and accessible complaint and redress mechanisms at national and local level.
2. Improved transparency and accountability of the judicial system, especially for refugees and host communities.

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

- 1.1 Legal aid schemes for refugees and host communities further developed and expanded.
- 1.2 Strengthened capacity of individuals and CSOs to scrutinise institutions' performance and support refugees and host communities in claiming and defending their rights (e.g. through awareness-raising and advocacy campaigns, legal advice, monitoring of trials, etc.).
- 2.1 Promoted access to legal information for the public, especially refugees and host communities. (e.g. about the justice system in general, court fees, how to initiate a claim, etc., through bulletin boards, leaflets, websites and media)
- 2.2 Improved capacities of justice actors to meet the justice needs of the population, especially refugees and host communities (e.g. support to the revision/optimisation of the judicial map/ geographical coverage/ of courts, funding of mobile courts, set up of front desks in courts etc.)

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

1. Increased size and share of external assistance funds made available through the national budget in the justice sector;
2. Increased predictability of the disbursement of external funds and visibility of external funding in the national and departments' budgets;
3. Increased alignment and coordination of policy dialogue in the RoL sector on refugees and host communities issues;
4. Improved capacity to implement activities conducive to RoL reforms, implementation, monitoring and reporting of the justice sector strategies (including on budgetary aspects), with a focus on refugees;
5. Improved harmonisation and alignment of EU funded assistance in RoL sector with the government policies and systems;
6. Reduced transaction costs for providing assistance.

### 3.2. Indicative Activities

Activities related to Output 1.1:

#### Budget Support

- Support increase and expansion of free legal aid services delivery to refugees and vulnerable groups
- Support analysis, performance and quality monitoring of free legal aid services delivered by legal representatives (including expenditures made on legal aid fund), with a focus on refugees

#### Complementary measures

- strengthen the coordination and referral mechanism between MoJ, courts, prosecution offices, Bar, CSO and other legal aid providers;
- support the development of a legal aid strategy to harmonise and unify the legal aid system;

Activities related to Output 1.2:

#### Budget Support

- Develop further cooperation in between public entities and CSOs to increase requests of free legal aid services delivered, especially to refugees and host communities;

#### Complementary measures

- Support legal/procedural amendments through multi-stakeholder's dialogue and consultations including CSOs (e.g. on the extension of the jurisdiction of other courts; the expansion of free legal aid services to other beneficiaries such as victims of crime, etc.)
- Increase MoU with CSO and other legal aid providers to support counselling mediation, awareness and other non-judicial representation to vulnerable and isolated persons

Activities related to Output 2.1:

#### Budget support:

- Develop and adopt new joint MoJ-JC communication and media plan for the period 2022-2026
- Develop inter-coordination mechanisms between justice sector institutions to improve coherence of actions on RoL reforms (with the related instruments and tools)
- Develop large awareness campaign on RoL reforms, justice services and legal rights throughout the country and for further dissemination of legal information, with a focus on camps and host communities
- Develop/ upgrade MoJ and JC website
- Support assessment of the establishment of a call center at the MoJ to assist with the guidance of citizens on the use of e-justice services and referral processes to available legal /judicial and redress mechanisms ;

#### Complementary measures:

- further institutionalise the skills and capacities of the MoJ and JC communication units to develop and implement information sessions within the justice sector institutions (continue supporting awareness to judges, prosecutors, court liaison officers etc.) and coordination meetings among justice sector institutions
- support the development of media and e-campaigns, communication and sensitisation tools allowing better outreach of communities in governorates outside of Amman;

Activities related to Output 2.2:

#### Complementary measures

- Develop and deliver specialised training courses on legal aid, based on preliminary needs assessment of judges and prosecutors
- Upgrade curriculum development and training delivery for both qualification (diploma) and continuous training programmes in line with international standards and including a focus on refugees
- Continue supporting the blended learning approach and transforming pedagogic approach initiated by the JIJ (follow up support on the utilisation of the e-learning platform and e-library and on the improvement of design and delivery of e-learning courses)
- Support integration of gender and rights-based approach through the prosecution and adjudication of cases.

### **3.3. Mainstreaming**

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

##### **Outcomes of the Strategic Environmental Assessment (SEA) screening**

The SEA screening concluded that a SEA should be undertaken.

##### **Outcomes of the Environmental Impact Assessment (EIA) screening**

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

##### **Outcome of the Climate Risk Assessment (CRA) screening**

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 gender equality is a significant objective.

The action is integrating a gender perspective in most of its outcomes and outputs and will specifically adopt a gender-responsive approach, focussed on women refugees or living in host communities, when: 1) assisting the beneficiary institutions to assess the specific needs of women refugees in elaborating their strategic annual operational plans (including in elaborating a gender-responsive budget) and delivering justice services to host communities, 2) reflecting gender-based practices in recruitment and human resources management of the key institutions, in training and capacity building activities of judges, prosecutors, police and court staff, namely those relating to investigation and litigation of specialised crimes, 3) introducing gender equality in the amendment of the criminal and regulatory framework and the development of internal policies; 4) enhancing the defence and protection of offenders and victims' rights, as well as expanding the provision of legal aid and awareness services to an increased number of refugees and host communities. The action will also continue to support beneficiary institutions in collecting and analysing disaggregated data, based on sex, age, and other relevant geographical/social criteria (mostly related to the refugees status and geographical needs) in the conduct of assessment studies, legislative reforms and implementation and monitoring of policies.

The action will involve the participation of the gender and family affairs department at the MoJ, the legal affairs unit of the JC and the research unit of the JIJ and support capacity of their staff to mainstream gender responsive approaches into the implementation of the institutions' strategies and programmes.

#### **Human Rights**

The Action will adopt a rights-based approach and include support to applying all rights equally, participation and access of all groups to the decision-making process, transparency and accountability in the activities to directly contribute to the realisation of human rights throughout the intervention. The action will promote locally-driven solutions to better respond to people's needs and demands for justice, and further support ownership of the action by local actors within the framework of international human rights standards. The action will also encourage and advice justice institutions to promote and apply rights-based practices in investigation and litigation procedures and provision of legal aid services for refugees and host communities.



The action will involve the participation of the human rights department at the MoJ as well as the relevant staff the other RoL institutions to mainstream a rights-based approach in the respective institutions' strategies and programmes.

### **Democracy**

The values of democratic governance are inherent to the RoL sector and the action will focus on the modernization of legislative process, supporting the engagement of CSO in dialogue platforms on law /policy-making and monitoring initiatives.

### **Conflict sensitivity, peace and resilience**

The action will strengthen the capacity of the RoL institutions to be more resilient to the current economic context and assist them in streamlining and rationalising their work to improve their performance and to monitor adequately their strategies and policies. This will be achieved inter alia, by strengthening research, data collection, feasibility assessment, cost analysis of draft laws, regulatory impact analysis of policies and monitoring of financial resources in order to ensure stronger evidence-based assessment and reporting on their strategies. Resilience and conflict sensitivity will also be mainstreamed through support of legal assistance and awareness programmes to far outreached and vulnerable groups, such as refugees, affected Jordanian host communities, foreign inmates or disables persons.

### 3.4. Risks and Lessons Learned

Category	Risks	Likelihood (High / Medium / Low)	Impact (High / Medium / Low)	Mitigating measures
External Environment	Instable regional and national political situation affect the smooth functioning of democratic and RoL institutions	<b>M</b>	<b>M</b>	Maintain and enhance the political dialogue through coordinated and regular meetings to enhance legal, policy and monitoring work
	Worsening of the socio-economic situation leading to financial/budgetary constraints and limited funds availability	<b>H</b>	<b>H</b>	Strengthen donors' and government coordination in the RoL sector, on budgetary and PFM issues, through the support of MoPIC
	Degradation of the human rights situation further exacerbated by defence orders issued since 03/2020 under Defence Law	<b>M</b>	<b>L</b>	Timely information provided by the action to the EUD to conduct adequate political dialogue and consultations with relevant national officials
	Stakeholders coordination and cooperation is lessening during law and policy-making processes, budget preparation, implementation and review of sector strategies including with CSO	<b>M</b>	<b>M</b>	Stakeholders coordination and cooperation is lessening during law and policy-making processes, budget preparation, implementation and review of sector strategies including with CSO
Planning, processes and systems	Slow-down in the recruitment/ appointment process of human resources in justice institutions resulting in delays of the reforms implementation, and the reduction of gender equality measures	<b>M</b>	<b>L</b>	Set up of a strong technical assistance framework. Strengthen knowledge and cooperation with the middle and lower management in all the involved institutions, including on gender mainstreaming
People and organisation	Lack of institutional knowledge management and capacity skills, exacerbated by high turnover of personnel	<b>M</b>	<b>H</b>	Develop HR institutional policies with duty-bearers and multi-year capacity building plans, including on performance-based budgeting
	Weak capacities on statistics production, data analysis, monitoring and reporting mechanisms (including on budgeting)	<b>M</b>	<b>M</b>	Ensure support on data analysis, performance monitoring, and to the budget committee with clear and standardised usage of narrative templates and budgetary tools

The male dominant justice and security apparatus does not accept female inclusion and leadership participation			Apply a gender-sensitive approach in all project activities and monitor targeted gender-based indicators, in cooperation with beneficiaries
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**Lessons Learned:**

The action builds on previous EU-financed interventions to the justice sector, including two (one ongoing) sector reform performance contracts as well as interventions funded through ECHO for protection activities of refugees and host communities.

The budget support approach introduced in 2012 and further applied from 2014, proved to positively influence the legislative changes and policy developments required by the authorities to advance the Rule of Law reforms in line with the Constitution and international standards. Under the Budget Support (BS) component of the ongoing RoL programme (which will end in December 2021), major achievements included the **set-up of a legal aid directorate within the MoJ and of a self-sustaining legal aid fund**, regulated by bylaws issued on November 2018. These steps forward expanded the reach of free legal representation in front of the criminal courts, with more than 2000 cases paid by the state in 2020. Awareness campaigns on justice services and legal reforms were also developed based on a joint Judicial Council (JC)/MoJ communication plan.

**Since the process of institutionalization of legal aid is still partial and incomplete, it should be supported further through EU funding**, including through budget support as a policy tool. Follow up engagement in policy dialogue, seems called for to promote both the sustainability and mainstreaming of results achieved so far. The ongoing policy dialogue clearly stressed the needs for an expansion of the current legal aids’ service provision, especially for refugees and host communities. Engagement on these topics has to remain strong so to push for substantial policy changes, expanding the services offered and including civil and family issues.

**Refugees and host communities needs to access justice in Jordan are often linked to documentation, family issues and civil cases.** All of these cases are covered under different courts, mainly the religious ones (Sharia). Establishing a dialogue and trying to pilot some activity with these courts would be a way to institutionalise the support not relying solely on the provision of services by CSOs.

**When institutional commitment is uncertain and uneven**, working with more than one institution combined with flexibility during implementation may allow to focus on working with parts of Government that are sufficiently committed and relevant to achieve development objectives. Institutions’ commitment (or lack thereof) is not necessarily monolithic. Had the commitment of the Bar association been stronger under the current project, the implementing partners would have had the potential for a bigger impact. Same for the involvement of CSOs in the drafting and monitoring of the bylaws, which could have been enhanced by a stronger involvement from the Ministry of Justice.

**Sustainability of donor funded CSOs activities remains a challenge.** While the ongoing EU programmes are taking a number of steps to address sustainability challenges (policy dialogue to create a system where there is a role for various actors, including CSOs, in the delivery of legal aid, establishment of partnerships with other CSOs, specialization, visibility with other donors, and enhanced internal capacity and processes), the CSOs are currently relying only on donors’ funding to provide legal counselling, documentation and other protection services for refugees and host communities. The Government has so far opted for a system limiting public funding for legal aid to cover a fraction of the existing needs (legal representation in courts for limited categories) and that will be delivered by the Bar Association, while the vast majority of cases will still have to be shouldered by CSOs.

### **3.5. Intervention Logic**

The underlying intervention logic for this action is based on the main assumption that the GoJ and justice institutions continue to demonstrate genuine commitment and continuous efforts to implement reforms and that budgetary constraints do not limit the efficiency, quality, accessibility and transparency of legal and judicial services for refugees and host communities.

Moreover, targeted justice institutions will be more effective in performing their duties if they are further cooperating with other key governance actors, including other public agencies, financial institutions, CSOs, as well as other private actors.

The set of challenges that continue to affect the RoL sector calls for an approach supporting the newly developed justice reform sector strategies and its sub-strategies. This approach seeks to build on the current RoL Budget Support Programme, continuing to reinforce the delivery of justice services, to improve fair trial guarantees and increased legal aid and legal awareness of justice professionals with a focus on cases involving refugees and host communities.

If legal aid services are further supported, expanded, and improved, namely by integrating a rights-based and gender-oriented approach to people's needs (with a focus on refugees and host communities), if the different legal aid providers improve their cooperation, information and referral processes, combined with an advanced communication and sensitisation strategy supporting legal empowerment and awareness on legal rights and justice remedies, then access to justice will improve and outreach the most vulnerable groups.

If the government, key RoL institutions continue to implement the policy reform agenda in the RoL sector, continue to modernise their workflow and case management processes and enhance the management skills, technical capacities and legal qualifications of judges, prosecutors, lawyers, police officers and justice professionals, namely in the field of investigation, prosecution and case management of specialised crimes, then RoL institutions are expected to increase the performance, quality, accountability and transparency of the justice service delivery for refugees and host communities alike.

The support to the ongoing RoL reform process on access to justice and to the technical and operational capacities and skills of beneficiary institutions to implement their strategies will be aligned with the government efforts to promote financial governance and performance-budget oriented methods.

### 3.6. Indicative Logical Framework Matrix

Results	Results chain	Indicators (max. 15)	Baselines (year)	Targets by the end of the budget support contract (year)	Sources of data (1 per indicator)
<b>Indicative Impact of the policy</b>	To promote and protect the rule of law and human rights for all in Jordan	Level of ranking and score in the World Justice Project Rule of Law Index in the categories of criminal justice, open government and fundamental rights	Score in the WJP-ROLI 2020: 0,57 and global rank :50/128 (crim. justice:0,57/32, open govt:0,42/98, fund. rights:0,48/91)	Increased ranking and scores in the WJP-ROLI 2024	Annual Progress reports on the implementation of the Justice Sector Reform Strategy 2022-2025

<p><b>Expected Outcomes of the policy</b></p>	<p>1. Improved access to affordable justice for refugees and host communities, including to effective and accessible complaint and redress mechanisms at national and local level</p> <p>2. Improved transparency and accountability of the judicial system, especially for refugees and host communities.</p>	<p>1.1 Proportion of complaints filed by the NCHR and PSD for human rights violations processed, reviewed and sanctioned by the criminal justice institutions (ill treatment, rights of detainees, unfair trial, administrative detention)</p> <p>1.2 Number of application requests of indigent defendants referred to and approved by the legal aid directorate of the MoJ for provision of free legal aid assistance under the 2018 Bylaw (disaggregated by sex, age, population group/nationality, type of offences)</p> <p>2.1 % of the population public trust in justice institutions.</p> <p>2.2 Number of disciplinary actions pronounced against judges and public prosecutors (disaggregated by type of sanctions)</p>	<p>NHRC : to indicate</p> <p>PSD Judicial Affairs dept: 2020: 20.000 cases registered</p> <p>69 requests approved out of 1119 applications</p> <p>2018: police: 92,5%, courts: 77,5%, MoJ : 67%</p> <p>Inspection 2020: to indicate based on JC annual report 2020</p>	<p>1 To be set in the Financing Agreement</p> <p>2. To be set in the Financing Agreement</p> <p>3. To be set in the Financing Agreement</p>	<p>1. World Values Survey on public trust in Jordan and HiiL survey</p> <p>2. NHRC and PSD statistics</p> <p>3. MoJ statistics 2020</p>
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Induced Outputs			To be specified with the national stakeholders	To be set in the Financing Agreement	
	<p>1.1 Legal aid schemes for refugees and host communities further developed and expanded.</p> <p>1.2 Strengthened capacity of individuals and CSOs to scrutinise institutions' performance and support refugees and host communities in claiming and defending their rights (e.g. through awareness-raising and advocacy campaigns, legal advice, monitoring of trials, etc.).</p> <p>2.1 Promoted access to legal information for the public, especially refugees and host communities. (e.g. about the justice system in general, court fees, how to initiate a claim, etc., through bulletin boards, leaflets, websites and media)</p> <p>2.2 Improved capacities of justice actors to meet the justice needs of the population, especially refugees and host communities (e.g. support to the revision/optimisation of the judicial map/ geographical</p>	<p>Number and status of cases benefitting from free legal aid services per year (disaggregated by category, referral institution, sex, age, nationality)</p> <p>Level of development of internal coordination meetings between justice sector institutions and external media campaigns developed and implemented in line with the joint JC-MoJ communication and media plan for 2020-2026</p> <p>Number of /Status of official internet sites and services developed by the action to provide information about the justice system and free legal aid</p> <p>Number of courts deployed and/or supported in under-served (or poor) regions by this project (disaggregated by type of court and location)</p>			<p>1. JC and JIJ sub-strategies and annual progress reports</p> <p>2. MoJ: legal aid directorate reports</p> <p>3. Reports from MoJ and JC communication units</p>



	coverage/ of courts, funding of mobile courts, set up of front desks in courts etc.)	Number and quality level of training delivered to judges and prosecutors, per year, in legal matters related to access to justice (disaggregated by sex, rank, subject-matter)			
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<p><b>Direct Outputs</b></p>	<p>1. Increased size and share of external assistance funds made available through the national budget in the justice sector</p> <p>2. Increased predictability of the disbursement of external funds and visibility of external funding in the national and departments' budgets</p> <p>3. Increased alignment and coordination of policy dialogue in the RoL sector on refugees and host communities issues</p> <p>4. Improved capacity to implement activities conducive to RoL reforms, implementation, monitoring and reporting of the justice sector strategies (including on budgetary aspects), with a focus on refugees</p> <p>5. Improved harmonisation and alignment of EU funded assistance in RoL sector with the government policies and systems</p> <p>6. Reduced transaction costs for providing assistance</p>	<p>1. Level of EU funding transferred to the RoL sector in fiscal years 2021, 2022 and 2023</p> <p>2. Regular monitoring of budget support eligibility criteria and provision of exhaustive information by the MoF and GBD on external contribution and external funding available in departments' budget reports (MTFF, MTEF, performance reports)</p> <p>3. Continued political and policy dialogue with the Government in the area of RoL and donor coordination in view of further aligning development cooperation and relieving the Government from multiple reporting duties</p> <p>4. Status of financial and performance monitoring and reporting of reforms, focusing on budgeting and costing methodologies</p> <p>5. Continued effort to reinforce Government institutional capacities to implement the RoL reforms</p> <p>6. BS funds integrated to national budget. Application of government management, planning, human resources, budgeting, accounting, and reporting.</p>	<p>1. Baseline required</p> <p>2. Baseline required</p> <p>3. Baseline required</p>	<p>To be set in the Financing Agreement</p>	<p>1. MoF reporting, MTFF, Budget annual law</p> <p>2.1.1 Reports of independent assessment missions, MoF reporting, MTFF, RoL sector MTEF</p> <p>3. Reports of RoL institutions on policy progress reports, reports of independent assessment missions, EUD political reports and Risk Management Framework</p> <p>4. Idem</p> <p>5. Idem</p> <p>6. Idem</p>
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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 the entry into force of the financing agreement.

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

### **4.3. Implementation of the Budget Support Component**

#### **4.3.1. Rationale for the Amounts Allocated to Budget Support**

The amount allocated for the budget support component is EUR 5 million, and for complementary support is EUR 4 million. This amount is based on a provisional cost analysis of the impact of the reforms forecast in the national strategies on access to justice.

This Budget Support will run in parallel with a complementary action to support the RoL in Jordan. The two BS operations will have a single policy dialogue and can maximise on their enhanced scale. Budget support for this programme will enable targeted justice institutions to continue financing the review and amendment of the criminal legal and regulatory framework for improvement of fair trial guarantees in line with international law standards and gender-based best practices and the institutionalisation of systems and procedures (related to free legal aid) that were initiated during the previous sector budget support programmes, namely through further expanding the access to justice tools for refugees and host communities.

Budget support will also continue reinforcing the management and performance of courts and prosecutor offices, through enhancement of their qualifications and technical skills of relevant legal matters, namely on investigation, prosecution and adjudication of specialised crimes, further enhance the use and implementation of legal aid and awareness services delivered to the most vulnerable groups,.

Complementary measures will contribute to strengthen technical capacities and skills of the justice actors to achieve the performance and quality improvements required in their respective strategies and continue supporting transformative judicial procedures and justice practices, to further develop their accountability and transparency. Technical assistance will also assist beneficiary institutions to further integrate rights-based and gender-based approaches in all programme actions and implementation of the RoL strategies.

Policy dialogue is expected to improve the coordination and cooperation around the rule of law reforms, and to support dialogue and consultations between key justice institutions and other stakeholders (donors, international and national partner agencies, regional and local CSO and / or relevant private actors) for enhanced planning, budgeting, implementation, monitoring and execution of justice sector policies and related expenditures.

### 4.3.2. Criteria for Disbursement of Budget Support

#### a) Conditions.

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

- Satisfactory progress in the implementation of the Justice Sector Reform Strategy 2022-2026, the Criminal Justice Strategy 2022-2026 and continued credibility and relevance thereof or of the subsequent policy.
- Maintenance of a credible and relevant stability-oriented macroeconomic policy or progress made towards restoring key balances.
- Satisfactory progress in the implementation of reforms to improve public financial management, including domestic revenue mobilisation, and continued relevance and credibility of the reform programme.
- Satisfactory progress with regard to the public availability of accessible, timely, comprehensive, and sound budgetary information.

The specific conditions as well as the tranches to which they apply are as follows:

- **Tranches 1 to 4:** Bilateral Government – Donors Coordination Committee re-established and led by the Ministry of Justice, meeting once a year to present the review in implementation of the justice sector reform strategy and sub-strategies and the annual operational plans and budgets
- **Tranches 2 to 4:** Structure for sector dialogue and consultation between justice sector institutions, PSD, Jordanian Bar Association, National Centre for Human Rights, CSOs and academia is in place and meets twice per year to discuss criminal legal amendments in line with international standards and operationalisation of legal aid services and alternative measures to detention

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

- Enhancing the offer and quality level of training delivered to criminal judges and prosecutors in specialised legal matters (Justice Sector Reform Strategy 2022-2026,, Judicial Institute of Jordan’s sub-strategy, Judicial Council sub-strategy, Public Prosecution strategy);
- Increase in cases benefitting from free legal aid services (*Justice Sector Strategy - Criminal Justice Strategy / executive plan - Criminal Procedure Code - Legal aid bylaw No 119 of 2018 (amended)*);
- Development of internal coordination between justice sector institutions (*MoJ and JC Joint Communication Plan*).

The chosen performance indicators and targets to be used for the disbursement of variable tranches will apply for the duration of the action.

#### c) Modifications.

The chosen performance indicators and targets to be used for the disbursement of variable tranches will apply for the duration of the action. However, in duly justified cases, the partner country and the Commission may agree on changes to indicators or on upward/downward revisions of targets. Such changes shall be authorised in writing ex-ante, at the latest at the beginning of the period under review applicable to the indicators and targets.

In exceptional and/or duly justified cases, for instance where unexpected events, external shocks or changing circumstances have made the indicator or the target irrelevant and could not be anticipated, a variable tranche indicator may be waived. In these cases, the related amount could either be reallocated to the other indicators of the variable tranche the same year or be transferred to the next variable tranche the following year (in accordance with the original weighting of the indicators). It could also be decided to re-assess an indicator the following year against the original target, if there was a positive trend and the authorities did not reach the

target because of factors beyond their control. The use of this provision shall be requested by the partner country and approved in writing by the Commission.

#### d) Fundamental values

In case of a significant deterioration of fundamental values, budget support disbursements may be suspended, reduced or cancelled, in accordance with the relevant provisions of the financing agreement.

### **4.3.3. Budget Support Details**

Budget support is provided as direct untargeted budget support to the national treasury. The crediting of the euro transfers disbursed into Jordanian Dinars will be undertaken at the appropriate exchange rates in line with the relevant provisions of the financing agreement.

## **4.4. Implementation Modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>8</sup>.

### **4.4.1. Indirect Management with an entrusted entity**

This action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- Strong track record in support to legal aid systems in Jordan and other countries;
- Knowledge of the key institutions involved in the provision of legal aid services and legal awareness activities in Jordan,
- Experience in cooperating with the Judicial Council, the Jordanian Bar Association, the NHRC and other CSO and justice practitioners.

The implementation by this entity entails the support in achieving all the specific objectives listed in section 3.

### **4.4.2. Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances (one alternative second option)**

Where the activities of the action cannot be implemented in indirect management modality due to circumstances outside of the Commission's control, the alternative implementation modality will be performed in direct management through procurement.

## **4.5. Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other

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<sup>8</sup> [www.sanctionsmap.eu](http://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.

duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.6. Indicative Budget

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Budget support</b> - cf. section 4.3	5 000 000
<b>Implementation modalities</b> – cf. section 4.4	
<b>All Objectives</b>	
Indirect management with MS Organisation or international organisation – cf. section 4.4.1	3 900 000
<b>Monitoring</b> – cf. section 5.1 <b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	100 000
<b>Communication and visibility</b> – cf. section 6	Will be covered by another Decision
<b>Totals</b>	9 000 000

#### 4.7. Organisational Set-up and Responsibilities

The Ministry of Planning and International Cooperation is signatory of this Financing Agreement, with overall responsibility for coordination with the EU and the various stakeholders involved. It is also responsible for facilitating the monitoring and appraisal missions to be conducted in the framework of this programme.

A Programme Steering Committee will ensure overall guidance and monitoring over the action and of the progress of the reforms achieved under the EU funding. The Steering Committee will be the same of the parallel programme to “Support the Rule of Law for all in Jordan”, so to enhance synergies and strengthen the policy dialogue.

The SC will be chaired by the Secretary General of the Ministry of Justice, co-chaired by the Ministry of Planning and International Cooperation, and include representatives of the Judicial Council, the Judicial Institute of Jordan and other relevant beneficiary institutions, including CSOs having partnerships with key institutions or directorates. Representatives of the European Union and implementing partners will be attending as observers.

The SC will meet in the month following the start of the action and at least twice a year.

Additional thematic technical working groups will be established for each performance indicator set under the budget support component.

Focal points will be designated for each institution targeted by the action in order to facilitate communication with implementing partners, and relay the necessary information to the EUD.

Other regular meetings arrangements will be set by the EUD, implementing partners and national institutions involved in the action to ensure frequent liaison among the stakeholders and coordination between programme activities.

Two specific coordination and dialogue platforms need to be organised under the fixed tranches of the action:

- the organisation of annual Government-Donors meeting for the RoL sector, led by the MoPIC, in cooperation with the Ministry of Justice and the Judicial Council, in order to coordinate and

harmonise sector programmes and funding based on the strategic annual operational plans and relevant department annual budgets and MTEF.

- The organisation by the MoJ and the JC, of bi-yearly dialogue and consultation platforms, between national institutions involved in the RoL reforms and civil society organisations active in the justice sector and other national or international organisations or committees, representing youth, women, vulnerable and marginalized groups.

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

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

Roles and responsibilities for data collection, analysis and monitoring:

The monitoring framework for the country's sector strategies will apply for this action. Justice National Stakeholders will follow arrangements set in the JSRS and their respective sub-strategies. They will implement mechanisms and methods related to the monitoring of their strategic plans and measure the levels of progress and achievements according to their adopted set of performance indicators, on an annual basis. Each institution or Committee involved and supported by the action will be requested to submit annual progress reports reviewing the overall implementation of the policies (against their objectives and results) and achievements of the variable tranche indicators for each target to be met.

The statistical and monitoring systems as well as the quality of official data in the policy field covered have been assessed. Although the data collection and monitoring process has improved over the last years, the institutions still record weaknesses over the data analytical process and the reporting process. Indeed, they have not received the foreseen technical assistance to improve their monitoring and evaluation systems, and shortcomings remain at the reporting stage. The action will therefore ensure, namely under objective 1, that the national institutions receive the necessary institutional support and capacity building, to improve their management, monitoring and evaluation methods, and facilitate the data processing and analysis through digital integrated information systems.

The performance evaluation preceding the disbursement of the evaluation tranches will be undertaken by the EU through independent assessment missions prior to the disbursement and taking into account the information provided by the Government of Jordan and other relevant sources. These missions will determine the extent to which the targets linked to the respective indicators have been fulfilled. Based upon these detailed analyses, an overall performance score will be determined by the independent monitoring missions and recommended as the basis for the calculation of the amount of the variable tranches. This method of calculation is mentioned in the Annex.



The EU will take its decision on the fulfilment of targets and related disbursements taking into account the conclusions of the independent assessment mission, the information provided by the Government in Jordan and other relevant sources. All documentation shall be transmitted to the Commission in English, ahead of the assessment exercises. Attachments to the main documents can be received in Arabic with an executive summary and a clear index in English.

## **5.2. Evaluation**

Having regard to the importance of the action, mid-term and final evaluations 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, in particular with respect to the advancement of the legal and institutional framework in the sector, as well as the evolution of the economic and social situation, in Jordan, which can lead to programme changes and generate review or corrections of priority needs and activities.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the Justice Sector Reform Strategy 2022-2026 and some justice sub-strategies will be ending during or after the programme ends, so support can be provided to the institutions for the evaluation of implemented strategies and the formulation of the next strategies.

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

The Commission shall inform the implementing partner at least 30 days in advance of the dates envisaged 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 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 under a parallel decision to support the Rule of Law in Jordan, Audit and Verifications

## **5.3 Audit and Verification**

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. COMMUNICATION AND VISIBILITY**

Communication and visibility is a contractual obligation for all entities implementing EU-funded external actions, to advertise the European Union's support for their work to the relevant audiences.

To that end they must comply with the instructions given in the [Communication and Visibility Requirements of 2018](#) (or any successor document), notably with regard to the use of the EU emblem and the elaboration of a dedicated communication and visibility plan, to be completed for every action at the start of implementation.

These obligations apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries or entrusted entities. 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.

Communication and visibility measures may be funded from the amounts allocated to the action. 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 concerned EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before work starts. 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.

For communicating on Team Europe Initiatives, the EU and its Member States can rely on the specific guidance on the Team Europe visual identity.

The communication and visibility strategy will be coordinated with the relevant stakeholders in the Justice sector and submitted for the approval of the EU Delegation. One of the main aims of the contract will be the strengthening of the capacities of the GoJ to communicate on its policies and reforms in the Justice sector.



**EN**

**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX III**

of the Commission Implementing Decision on the financing of the special measure in favour of Jordan for 2021

**Action Document for “Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan”.**

**ANNUAL MEASURE**

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

**1. SYNOPSIS**

**1.1. Action Summary Table**

<b>1. Title CRIS/OPSYS Basic Act</b>	Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan Annual measure in favour of Response to Syrian Refugees Crisis in Jordan for 2021 CRIS number: NDICI-GEO-NEAR/2021/43-273 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in the Governorate of Irbid (potentially Ajloun), in the Hashemite Kingdom of Jordan.
<b>4. Programming document</b>	N/A
<b>5. Link with relevant MIP(s) objectives/expected results</b>	N/A
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	N/A
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG: SDG 11 Other significant SDGs and where appropriate, targets: SDGs 16, 5, 10, 6, 7, 8.
<b>8 a) DAC code(s)</b>	151 - Government and civil society, general <i>15110 (Public sector policy and administrative management)</i> <i>15150 (Democratic participation and civil society)</i>

	<i>15112 (Decentralisation and Support to subnational Government)</i> 430 – Other multisector 72010 – Assistance to displaced persons			
<b>8 b) Main Delivery Channel</b>	<i>UNDP – 41114</i>			
<b>9. Targets</b>	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <sup>1</sup> <input type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input checked="" 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 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	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"/>
<b>11. Internal markers</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation Tags: digital connectivity digital governance	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

<sup>1</sup> For the Neighbourhood, activities related to education shall be marked as part of the “Social Inclusion and Human Development” target, in line with the NDICI-GE programming guidelines.

digital entrepreneurship		<input type="checkbox"/>	<input type="checkbox"/>
job creation		<input type="checkbox"/>	<input type="checkbox"/>
digital skills/literacy		<input type="checkbox"/>	<input type="checkbox"/>
digital services		<input type="checkbox"/>	<input type="checkbox"/>
<u>Connectivity</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tags: transport		<input type="checkbox"/>	<input type="checkbox"/>
people2people		<input type="checkbox"/>	<input type="checkbox"/>
energy		<input type="checkbox"/>	<input type="checkbox"/>
digital connectivity		<input type="checkbox"/>	<input type="checkbox"/>
Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Reduction of Inequalities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
COVID-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

### BUDGET INFORMATION

<b>12. Amounts concerned</b>	Budget line(s) (article, item): 14.020110 – Southern Neighbourhood Total estimated cost: EUR 7 000 000 Total amount of EU budget contribution EUR 7 000 000
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### MANAGEMENT AND IMPLEMENTATION

<b>13. Implementation modalities (type of financing and management mode)</b>	Project Modality <b>Indirect management</b> with the United Nations Development Programme (UNDP)
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## 1.2. Summary of the Action

A large number of people fleeing from regional conflicts and crises have found refuge in Jordan which offers a stable environment in a tense regional context. The Government of Jordan has made unprecedented efforts to continue providing a secure environment for all refugees despite natural resources scarcity, poorly performing agriculture, insufficient public services, lack of socio-economic opportunities. However, Jordan is witnessing challenges that are largely consistent with any protracted displacement crisis and its deteriorating economic context aggravated by the impact of the COVID-19 crisis. The existing policies and sectoral strategies do not translate into the required reforms in such a context and remain slow to produce results.

The country is struggling to cope with the magnitude of the refugee's presence, with over 3 million all considered and over 750,000 registered. The pressure on the host communities, particularly in the Northern governorates of Jordan, is increasing. The local authorities, insufficiently equipped, are strained to provide basic services and physical infrastructure for all vulnerable groups. The crises have entrenched a highly destabilising competition between different categories of people in accessing education and training facilities, protection services, economic opportunities and other basic services putting at risk social cohesion. However, the local authorities, which are at the forefront of the crises, have proved to be resilient and responsive; the local level is particularly indicated to concentrate efforts and assistance to support Jordan meet the challenges of the various crises and a high refugees' presence.

In this context, the Overall Objective of this action is to strengthen the resilience of North Jordan local host communities and refugees (i.e. Governorate of Irbid and potentially Ajloun) by improving inclusive and

sustainable socio-economic development opportunities and service delivery. The Specific Objectives of this action are to (1) contribute to job creation and improvement of living conditions of both host communities and refugees by boosting selected economic sectors at municipal or inter-municipal level, and to (2) to promote community-based initiatives to generate employment and improve living conditions.

This Action will synergise with the Local Governance action implemented by UNDP in the framework of the Integrity and Accountability Financing Agreement adopted under the ENI Annual Action Programme 2020. It will implement the pledges made by the EU at the Brussels conferences on Supporting the Future of Syria and the Region in 2020 and 2021.

The action will thus address **SDG 11** to make cities and human settlements inclusive, safe, resilient and sustainable and **SDG 16** with a focus on peaceful and inclusive societies for sustainable development while building accountable and inclusive institutions. In addition, **SDG 5** “Gender” and **SDG 10** “Reducing Inequalities”, **SDG 6** “Water and Sanitation”, **SDG 7** “Energy” and **SDG 8** “Inclusive and sustainable economic growth and decent work for all” will be cross-cutting areas.

## 2. RATIONALE

### 2.1. Context

Jordan is facing a difficult socio-economic situation; its economy is performing poorly for a decade, with growth stagnating at 2% in 2019<sup>2</sup> and has been negatively impacted by the COVID-19 pandemic, unable to create job opportunities. The unemployment rate has risen to 23% in the second quarter of 2020, compared to 19.2% in the second quarter of 2019, and women are particularly negatively affected. In addition, Jordan is highly dependent on imports (food, energy in particular), leaving it vulnerable to fluctuations in international prices. Energy, water and food production are closely linked and need to be managed in an integrated way.

Jordan is poor in natural resources and one of the most water-stressed countries in the world. It is currently using its water resources at unsustainable levels and faces real prospects of a water crisis in the coming years. The situation is exacerbated by climate change, which is causing more frequent droughts and heatwaves. The agriculture sector has been slow to adapt to changing climatic conditions and faces long-term declines in productivity, with agricultural land being lost to urban development.

Jordan also faces challenging reforms at the governance level, in particular at sub-national and local levels. Deconcentration of powers has taken place, but the decentralisation process is incomplete and has not borne the expected results, nor has it responded to people’s needs which generates discontent towards institutions in general. The current framework, governed by Laws 41 (Law on Municipalities) and 49 (Law on Decentralisation) of 2015 defines a two-tiers system of sub-national government, each one linked to a Ministry. The Governorates (12), overseen by the Ministry of Interior (MoI), are deconcentrated units of the Central Government. The municipalities (100), overseen by the Ministry of Local Administration (MoLA), are “civic juridical institutions with financial and administrative independence<sup>3</sup>. The Municipalities, apart from their general power of competence that allow them to undertake any activity provided it benefits to its

<sup>2</sup> IMF, Country Report, 12 January 2021.

<sup>3</sup> Law 41 of 2015 – Law on Municipalities – foresees:

- “the municipality shall be administered by a municipal council consisting of the mayor, heads of the local councils and a number of these local council members who have won the highest number of votes.
- the council shall undertake the following functions, authorities and powers within the boundaries of the municipality area:
  1. Approving the general budget and annual budget of the municipality and have it endorsed by the Minister [...]

The same law define the powers and responsibilities of the municipalities as well as their financial resources and the transfer mechanisms.

local citizens, have notably the mandate to create and implement development projects. However, they have limited financial resources, and for many of them, insufficient human capacity, while the potential impact of a more active local authorities' role in the development of local communities well-being is important.

Between the two levels, accountability lines and communication/reporting mechanisms are unclear<sup>4</sup>. A draft law is currently under review and is expected to bring some modifications to the current framework while keeping the existing structures in place. The development role of subnational authorities has not escaped the legislator as the draft law foresees that at least 40% of Governorate budget should go to development purposes. Municipalities will be impacted by this provision.

In spite of this difficult context, Jordan has generously opened its doors to refugees in large numbers without discrimination throughout its history, and particularly since the onset of the Syria crisis. Jordan is hosting slightly over 660,000 registered Syrian refugees<sup>5</sup> as well as 2.3 million registered Palestine refugees, including approximately 415,000 Palestine refugees residing in ten official camps and about 158,000 ex-Gazan refugees<sup>6</sup>, 67,000 Iraqis, 17,500 Palestine refugees from Syria, 156 Palestinian refugees from Iraq, 15,000 Yemenis, 6,000 Sudanese, and 2,500 refugees from a total of 57 other nationalities<sup>7</sup>.

The most destabilising conflict affecting Jordan has been the Syrian crisis, which, since 2011, has led to a massive refugee influx into Jordan. This conflict has been exacerbating several of Jordan's underlying challenges including the quality of education, unemployment, the business environment, climate change and natural resources, or the role of women in society. In this perspective, the GoJ's commitments to reinforce its institutional framework in order to promote governance and a sustainable and inclusive development, as well as a meaningful policy to address the challenges posed by the persisting crisis in Syria are crucial. To reflect this policy, Jordan has adopted the Jordan Compact in 2016 and adopted the *Jordan Response Plan (JRP)*<sup>8</sup> which provides a rolling three-year framework for support to Syrian refugees and host communities. In its current iteration (2020-2022), the JRP covers seven sectors, with cross-references to the Sustainable Development Goals, Agenda 2030 and the Jordan Compact.

Most Syrian refugees live among Jordanian communities rather than in camps<sup>9</sup>. The vast majority of them live in cities, towns, and villages in the northern governorates, particularly in Mafraq and Irbid. In Irbid, the second largest governorate in Jordan by population, the refugees all together represent over 20% (137,759 refugees – UNHCR at 16/05/2021<sup>10</sup>).

The massive presence of refugees has had a strong impact on local communities, the large number of Syrians has strained Jordan's economy and infrastructure, putting pressure on all sectors, including education, health, housing, water, municipal services and electricity supply. Unemployment, rising prices, crowding of schools and healthcare centres are potential causes for tension, antagonism and disruption of social stability. Young people, women, particularly at risk of gender-based violence (GBV)<sup>11</sup>, and the most vulnerable segments of the population are particularly affected. Vulnerability among refugees remains even higher, with over 500,000

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<sup>4</sup> These aspects related to accountability are dealt with by the Local Governance component (ENI/2021/418-548) of the "EU Support to improving integrity and accountability in Jordanian public administration at central and local levels" (Decision ENI/2020/42-572).

<sup>5</sup> UNHCR Operational Update April 2021 – Refugees in Jordan as of 15 March 2021: 665,834.

<sup>6</sup> Ex-Gazans are entitled to temporary passports that guarantees permanent residence without political rights and limited access to basic public services and to the local labour market.

<sup>7</sup> *10 Years into Exile. A Shock on Top of the Crisis*, CARE International Jordan, January 2021.

<sup>8</sup> MOPIC, *Jordan Response Plan for the Syria Crisis 2020-2022*, 2020, [link](#).

<sup>9</sup> *10 Facts about the Syrian refugee Crisis in Jordan*, WFP, October 20, 2020: [link](#)

<sup>10</sup> UNHCR – Jordan : Statistics for Registered Persons of Concerns (as of 15/05/2021) - <https://data2.unhcr.org/en/documents/details/86745>

<sup>11</sup> A study of 847 women in UN Women's Oasis Centres, located in both refugee camps and host communities in five governorates, found that 61% of women felt at increased risk of physical or psychological violence as a result of increased food insecurity and increased tensions within their households. The risk of violence varied according to living conditions and was positively associated with food insecurity and household size. Correspondingly, the risk of GBV appeared lower in camps than in host communities.

dependent on cash and food assistance from UN agencies. Nine years into the crisis, the vulnerability of Syrian refugees is growing as the coping strategies put in place using their savings, assets and resources are gradually exhausted. While Jordan's unemployment rate has continued to rise, reaching 23 percent in the second quarter of 2020 which is the highest jobless rate in the last 15 years, Syrian refugees on their side report an unemployment rate of 64.1%.

Trade between Syria and Jordan was concentrated within the northern cities, where an estimated two-thirds of the population were engaged in the bilateral trade. Cross-border commerce, especially informal trade, was the basis of the economy for cities as Ramtha (in the Irbid Governorate) and the foundation of an implicit social contract between the authorities and locals<sup>12</sup>. As a result of border closure due to war in Syria (and more recently, the COVID-19 pandemic), hundreds of northern residents lost jobs, an estimated 4,500 out of 5,500 businesses were closed<sup>13</sup>, and protests against the government erupted.

Finally, the COVID-19 pandemic<sup>14</sup> has exacerbated this situation, which resulted in lost livelihoods, financial resources and inability to meet basic needs - including accessing clean water, electricity, food, education, medicine and paying rent. In a temporary or informal working situation, poor households and persons have been heavily impacted through lost jobs and incomes, with women disproportionately affected<sup>15</sup>.

Responding to the COVID-19 pandemic, the Government of Jordan was forced to rearrange national priorities and reduced funding to the governorates. In 2019, the budget allocated for the 12 governorates stood at JOD 300 million; however, in 2020, it shrank to JOD 75 million. These cuts have further reduced the ability of the local governments to address local communities' needs and increased the risk of social disruption and lack of trust. The top-down political process, insufficient checks and balances among institutions, a powerful executive and a Parliament that still needs to reinforce its oversight and legislative functions as well as informal decision making mechanisms provide additional challenges. Involvement of civil society and participation of young people and women within the political system remain to be further fostered. The result is a growing sense of disaffection with a disengagement from the political process. At the November 2020 parliamentary elections, held amid COVID-19 conditions, turnout was just 29.9% of registered voters<sup>16</sup>.

In this context, the EU priorities defined in the Joint Communication from the Commission and the High Representative on a New Agenda for the Mediterranean<sup>17</sup> and the Partnership Priorities with Jordan<sup>18</sup> are fully relevant. The EU remains committed to the rule of law, human and fundamental rights, equality, democracy and good governance to promote stable, fair, inclusive and prosperous societies, with respect for diversity and tolerance. Building and strengthening resilience through various angles is a key priority of the cooperation to support Jordan in coping with the human and natural shocks that affect the country.

Acknowledging the interdependence and common challenges faced, the EU envisages a fully people-centred and bottom-up approach and calls for a joint action towards using the full potential of EU toolbox and the opportunities offered by the green and digital transitions to unlock the growth potential of the country. The EU has been involved since 2014 in local governance and development in Jordan, reinforcing the legal framework and the capacities of administrations to respond to citizens' needs and address issues at local level. This specific commitment has been renewed through the Annual Action Programme (AAP 2020)<sup>19</sup> with which this action will fully align.

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<sup>12</sup> Thwarting Jordan's Bahhara Trade With Syria Risks Social Unrest in Ramtha, The Malcolm H. Kerr Carnegie Middle East Centre (2021) <https://carnegie-mec.org/2021/04/19/thwarting-jordan-s-bahhara-trade-with-syria-risks-social-unrest-in-ramtha-pub-84351?fbclid=IwAR0Mx2uNz5pf8BcH4KHmv9JxvZeOdWITAUDL7eRqF9gcKFuCetLsg62oT4g>

<sup>13</sup> "Who are the "sailors" of Ramtha and why are they protesting" <https://bit.ly/3eDhSwP> (2019).

<sup>14</sup> World Bank - UNHCR MENA Study: COVID-19 Compounding Misfortunes <https://data2.unhcr.org/en/documents/details/83865> (2020)

<sup>15</sup> *The Impact of Covid-19 on protection concerns in Jordan : Assessment Report* ; DRC Jordan, January 2021. 68% of the survey respondents indicate they/household members face new challenges in accessing basic needs.

<sup>16</sup> *EU Election Expert Mission, Jordan 2020, Final Report.*

<sup>17</sup> JOIN (2021) 2

<sup>18</sup> JOIN(2016) 41

<sup>19</sup> Adoption of the "EU Support to improving integrity and accountability in Jordanian public administration at central and local levels" – ENI/2020/42-572.



The proposed action complements the project “Decentralisation, Accountability and Integrity at local levels in Jordan” (DAILL)<sup>20</sup> implemented as well by the United Nations Development Programme (UNDP). The DAILL project works in six Governorates, among which Irbid and Ajloun, and aims at establishing accountability mechanisms and communication lines at all institutional and administrative levels of the development processes. Through this action, the role of the elected councils and the relationship between citizens and public administration throughout the planning/budget cycle will notably be enhanced. Participatory planning processes for citizens for both integrated territorial development plans (governorates and municipalities) and sectoral plans (health, education, social services) will be strengthened. Policymaking will be linked to financial planning and funding opportunities and development plans will be carried out to improve service delivery and development opportunities. While the reinforcement of institutional capacities will be covered by the abovementioned capacity building provided under the DAILL, the proposed action will focus on the Irbid Governorate and provide specific technical assistance to the various phases of specific projects’ selection and implementation. Both actions will be part of the same governance structure, which will further reinforce the coordination and strengthen their complementarity and impact.

Finally, it is worth noting that this action will also synergise with the NAZAHA project<sup>21</sup>, under which the role of civil society in the drafting of development plans and in deciding on priority projects is in particular enhanced and methodologies related to budgeting processes, public hearings and social accountability sessions are supported.

It is eventually to be highlighted that, in addition to the EU added value in the specific field of local governance, the EU is at the forefront in many service delivery related sectors such as Education, Water and Waste Management, Energy, Social Protection and Health. The EU has also gained a lot of experience through the EUTF MADAD in coping with the economic and social impact of the Syrian crisis, in fostering refugees’ self-reliance and host communities resilience.

## 2.2. Problem Analysis

### *Priority Area and sectors:*

The intervention is multifaceted as it targets the capacity of the local institutions to cope with the direct and indirect impacts of protracted regional crises, the Syrian one in particular, responding to the challenges posed, not only by the high presence of refugees but also by pre-existing multidimensional challenges.

### *Short problem analysis:*

The municipalities in Jordan are not fully empowered to assume their role despite having all the features of fully-fledged administrations with legal personality and administrative and financial autonomy. They benefit from limited financial transfers from the central government, which were further reduced with the economic downturn due to the pandemic. They lack human and technical capacities to fulfil their mandates

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<sup>20</sup> DAILL : “Decentralisation, Accountability and Integrity at Local Level” (ENI/2021/418-548) is the component 2 of the programme “EU Support to improving integrity and accountability in Jordanian public administration at central and local levels” (ENI/2020/42-572) and is also implemented by UNDP (signed in February 2021 but retroactively started at the end of June 2020 to ensure continuity with the previous Local Governance project). It targets specifically accountability at local levels and will work closely with sub-national authorities to enhance governance mechanisms in selected Governorates (Ajloun, Aqaba, Balqa, Irbid, Madaba, Tafileh ) and their Municipalities and consequently reinforce their accountability towards citizens. This project aims equally at increasing the decision making and implementation processes efficiency and effectiveness through provisions of capacity building notably. The participatory approach will be privileged to ensure inclusion of all communities’ components in the needs assessments, design of local development plans, decision making and implementation of projects (one per governorate tentatively in the DAILL due to the limited available budget and specific focus on soft component).

<sup>21</sup> NAZAHA : “EU Support to social accountability and empowering Civil Society for better governance”, is the component 3 of the programme “EU Support to improving integrity and accountability in Jordanian public administration at central and local levels”, it has the specific objective to strengthen the capacity and internal governance of CSOs and CBOs and enable them to hold the government accountable, including at local governments.

properly while they are at the forefront when responding to the basic needs of their population and crises. In addition, the current legal and regulatory framework, marked by unclear responsibilities and accountability lines, is not conducive to a proper decision-making process at the local level, which hampers the ability of local administrations to conduct adequate development strategies.

In this context, the presence of refugees has created extreme pressure at the local level with increased demand for public services, and extensive use of already strained resources while socio-economic opportunities are very limited. The devastating impact of the pandemic has further worsened the situation with consequences on social cohesion and a rising risk of destabilisation.

Consequently, the impact of the refugee crises on host communities in Jordan is fourfold:

1. Political impact: risk of tensions within host communities, political unrest, impact on political affiliation;
2. Economic impact: impact at the macro-level (need for additional public spending to allow wide access to public services, tension on the labour market, impact on trade balance, inflation) as well as on the micro socio-economic level (with positive opportunities also to be explored);
3. Social impact: impact on cohesion, identity and ethnicity balance changes;
4. Environmental impact: increased pressure of refugees' influx on ecological systems, including unsustainable water consumption, higher risk of pollution and contamination, land degradation and forest shrinking.

Such challenges need to be addressed in a durable way, all the more as the COVID-19 pandemic has decreased the willingness of refugees to return to their country of origin or resettle elsewhere<sup>22</sup>. Therefore, given the low prospects of return, it has become even more necessary to increase access to local opportunities to ensure sustainable and long-term planning on issues hampering such opportunities while focusing on social cohesion and inclusion. Longer-term development planning that emphasises enabling the environment to foster integration and livelihoods opportunities, both for host communities and refugees, needs to be enhanced to reduce the risk of destabilisation.

Irbid is an exemplary case of the abovementioned negative impacts and the need to move to a more structured and long-term approach. In Irbid's Governorate Development Report for 2019, the following challenges were perceived as direct consequences of the Syrian refugees' influx:

1. The entry of a large number of Syrian Refugees has led to an increase in poverty and unemployment for Jordanians;
2. The number of beggars in the governorate has increased, accompanied by a deteriorating perception of security and safety;
3. The number of Jordanians in shelters and juvenile rehabilitation centres has increased, indicating precarity;
4. Charities are strained by intensified demand;
5. A new phenomenon of under-age marriages;
6. Stress on infrastructure.

*Key cross-cutting issues:*

The situation described has a particular incidence on the most vulnerable groups of the host communities and the refugees. The challenges are amplified according to legal, social and economic vulnerability. The most vulnerable groups will need particular attention to tackle the risk of marginalisation and reduce the

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<sup>22</sup> "UNHCR data demonstrates that refugees in Jordan submitted 3,367 requests to resettle in third a country in 2020, down from 5,279 submissions in 2019. They were only 1,082 resettlement departures in 2020 a decline from 5,458 in 2019". *10 Years into Exile: A Shock on Top of a Crisis*. Care international Jordan, January 2021.

negative coping strategies that increased precariousness. Women are at specific risk and children have encountered increased difficulties accessing education due to the pandemic. People with disabilities should also be paid particular attention because the pandemic has reduced access to health care and to services. In parallel, the strong pressure on natural resources, public services (water, energy, waste management, education, health) will be tackled throughout the intervention.

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

Part of the answer to the complex situation analysed above is thus to be found at the local level and within the community-based network. Assisting the municipalities in their endeavour to cope with the challenges they face by supporting them in addressing vulnerabilities, and fostering socio-economic opportunities will ease the social tensions while contributing to creating a more inclusive and sustained local development focusing on the territories. Municipalities are part of a wider administrative system that will be considered and the Governorate to which they belong.

**The Ministry of Local Administrations (MoLA)** is mandated to assist municipalities to be local institutions capable of carrying out their duties and responsibilities independently. **The Ministry of Interior (MoI)** oversees the **Governorates** headed by Governors appointed by the King through the Ministry of Interior, who acts, together with the deconcentrated directorates, as an extension of the Central Government. For this action, the 18 municipalities of Irbid Governorate (as well as potentially some municipalities of the Ajloun Governorate) and the Governorate as such, will be targeted.

**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. *Support to CBOs as partners in local authority development will be a key to community-based public engagement.*

**The Ministry of Planning and International Co-operation** also plays a crucial role. It should ensure the coherence of the various plans prepared at the 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 (MoF)** is also a key stakeholder.

Lastly, Jordanian vulnerable citizens and refugees in North Jordan 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 systematically respond to gender mainstreaming.

### **3. DESCRIPTION OF THE ACTION**

#### **3.1. Objectives and Expected Outputs**

The Overall Objective (Impact) of this action is to strengthen the resilience of North Jordan local host communities and refugees (Governorate of Irbid and potentially Ajloun) through improving inclusive and sustainable socio-economic development opportunities and service delivery.

The Specific Objectives (Outcomes) of this action are:

1. To contribute to job creation and improvement of living conditions of both host communities and refugees by boosting selected economic sectors at municipal or inter-municipal level.
2. To promote community-based initiatives to generate employment and improve living conditions.

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

- 1.1 Selected economic sectors are supported;
  - 1.2 Transition to a green economy is promoted;
  - 1.3 Service delivery in lagging behind areas is improved;
  - 1.4 Municipalities are better equipped to be developmental actors.
- 
- 2.1 Inclusive local development groups (LDGs) are formed and mobilised around community-driven needs and opportunities;
  - 2.2 Access to information and opportunities is improved;
  - 2.3 Smaller-scale development initiatives and local businesses are supported.

### **3.2. Indicative Activities**

#### Activities related to Output 1.1:

The activities under output 1.1 aim to ensure that municipalities will effectively implement relevant local development/investment projects stemming from their local development plans to boost economic sectors of particular importance for the Governorate of Irbid (and potentially Ajloun) and offer employment opportunities. During the inception phase of the Action and based on the existing documentation as well as the first results of the DAILL project, a review of the sectors and of potential projects, as well as of the municipalities to be involved, will be conducted. Projects selected according to specific criteria (such as impact, spill-over effects, proportion of refugees accessing jobs created) will be assessed through feasibility studies before implementation can start.

#### Activities related to Outputs 1.2 and 1.3:

The activities under outputs 1.2 and 1.3 aim to use the potential of the green economy for job creation and improve service delivery. Studies and reports have notably identified waste management (solid and water) and energy production as lagging behind sectors in terms of service delivery, all the more as the refugees' influx has added pressure on them. Agro-business and tourism have also been identified as areas with important potential for job creation. Therefore, a review of circular economy and sustainable energy production projects, as well as any other project that could appear relevant in this context, will be conducted to identify priority projects; they will be assessed, and some selected according to criteria to be defined for implementation.

#### Activities related to Output 1.4:

Municipalities will be in charge of the projects implemented under outputs 1.1, 1.2, and 1.3. For efficiency and impact purpose, the Action will not allocate a project to each municipality but will privilege *larger scale projects* able to generate meaningful developmental impact. Therefore, a selection of beneficiary municipalities, including tentative union(s) of municipalities, will be conducted based on criteria to be defined at the inception phase. One of them is the importance of the impact of selected projects on refugees. A consultation and selection process with municipalities and main stakeholders will be put in place to select, based on defined criteria, the projects to be implemented. Proposals and feasibility studies will be submitted. During the implementation phase, technical assistance will be provided when needed at the different stages to ensure standards are met, monitoring and impact assessment are conducted.

#### Activities related to Output 2.1:

The activities under this output aim at boosting community driven initiatives having an impact on job creation and service delivery. To that end the Action will support the formation and/or the strengthening of local development groups gathering civil society stakeholders, including representatives of refugees, women and

vulnerable groups. They will be actively involved in project identification, selection, implementation monitoring based on participatory processes developed through the DAILL and NAZAHA programmes.

#### Activities related to Output 2.2:

Relevant information is a key component of market-oriented development initiatives; therefore, the Action will raise awareness, establish or consolidate a single entry-point, “one-stop-shop” where this information could be found and where supply and demand can match: key sectors, development opportunities, existing needs, skills required and available, regulations applicable and processes to follow to set up a business, access to funding opportunities. The proposed activities will also look into the possibility to establish a local development fund to increase funding opportunities.

#### Activities related to Output 2.3:

The Action will prioritise small but impactful initiatives that will reach or engage many community members that are expected to cover a territory across several communities. The eligible ideas could originate from different fields and will complement the municipal/inter-municipal projects to maximise the spill-over effect. They will seek financial and environmental sustainability, be inclusive by benefiting vulnerable community members. Selection will be transparent, based on pre-defined criteria and funding, total or partial, will be done through sub-granting, and monitoring will be conducted during implementation and an evaluation to assess the impact.

### **3.3. Mainstreaming**

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

The proposed intervention aims to strengthen local governance and boost local development to mitigate the impact of the protracted Syria crisis in particular and increase the resilience of host communities and refugees, improving living conditions. Such an objective requires a multifaceted response and, therefore, to mainstream several elements.

#### **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).

However, the environmental protection and climate change dimension will be mainstreamed in the design of the local development plans responding to the municipalities’ needs assessments and the selection and implementation of projects.

#### **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 gender is not the main objective of the proposed intervention; however, the context analysis has shown that women represent a particularly vulnerable group both within the host communities and the refugees. Therefore their specific situation will be addressed throughout the action. The intervention will, in particular, seek to ensure effective participation in decision-making processes, representation in governance structures and to empower them in terms of participation in development opportunities.

#### **Human Rights**

The action will adopt a rights-based approach and ensure participation and access of all groups to the decision-making process, transparency and accountability in the activities to directly contribute to the realisation of human rights throughout the intervention. The action will promote locally-driven solutions to better respond

to people's needs and demands for better socio-economic opportunities and improved living conditions. The action will focus on local actors within the framework of international human rights standards.

### Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies that the action does not specifically target people with disabilities; however, since it promotes an inclusive approach, disability will be considered in consultation processes. The projects implemented will have to benefit people with disabilities.

### Democracy

One of the axes of intervention of the action is the improvement of local governance and local administration capacities to fulfil their mandates and address their communities' needs; this will reinforce democracy at the local level. In parallel, better governance associated with better public service delivery and access and increased economic opportunities will reinforce human rights by creating a more conducive environment for participation and improved living conditions.

### Conflict sensitivity, peace and resilience

The proposed intervention targets resilience, peace, and promoting social cohesion since the repeated humanitarian crises that affected Jordan, particularly the Northern Governorates, have undermined host communities' ability to absorb the resulting pressure and created tensions while increasing the vulnerability of refugees.

### Disaster Risk Reduction

N/A

## 3.4. Risks and Lessons Learned

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
1-Risks related to the external environment	The legal framework is clear to allow clear distribution of responsibilities and communication lines.	L	H	The Law on Decentralisation will be adopted soon. The regulatory aspects will be tackled and clarified through the DAILL programme which will pave the way for accountability.
1-Risks related to the external environment	Civil society actors cannot access related information needed for policy dialogue and monitoring and/or show limited willingness	L	M	The participatory approach will be implemented throughout the proposed intervention, which will benefit from synergies with Component 2 and 3 of the Programme on Integrity and Accountability.
1-Risks related to the external environment	Competition between institutional partners, lack of willingness to cooperate and work together	M	H	Regular consultations and meetings will be organised. MoPIC will be entrusted a coordination role. All the main stakeholders will be part of the project governance structure.
3-Risks related to people and the organisation	Local administrations are sufficiently staffed and motivated	M	H	MoI and MoLA, central institutions overseeing sub-national levels, are extensively consulted and will be involved in the implementation.

## Lessons Learned:

The interventions conducted in the field of local development and response to the important presence of refugees (notably Qudra II, the Decentralisation and Local Development Support Programme (DLDSP)<sup>23</sup>) in Jordan have underlined the following elements that the proposed action will take into account:

- 1) Given the complexity of the situation at the local level combined with the impact of the presence of refugees, it has proven crucial to involve all the main institutional stakeholders to provide a comprehensive response in a clear framework.
- 2) Local governments are at the forefront of the response to a humanitarian crisis; they are aware of the real needs and opportunities and proved to be relevant interlocutors and supportive implementers. However, they often neither have the human and technical capacities to adequately react nor do they receive the required funding to meet the additional needs. Economic downturns induce an even stronger decline in revenues. It is of utmost importance to address their capacities and strengthen their accountability and ownership in this context.
- 3) 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 in the framework of an institutionalised decision-making process. Therefore, empowerment of civil society actors and the local population, including refugees and other vulnerable people of the host communities in local development planning processes, are crucial elements to reach a proper articulation and prioritisation of needs, sustainable and inclusive local development responses, and social cohesion.
- 4) Data collection through a proper information system (the expanded Tanmiah database notably<sup>24</sup>) is key to providing critical information for evidence-based policy-making and accountability through tailored actions.

This set of lessons learnt will lead to a targeted thematic and territorial approach of local governance, geographically focused on the Northern Governorate of Irbid. This approach will increase the impact and sustainability of the proposed action.

### 3.5. Intervention Logic

The underlying intervention logic for this action derives from the difficult socio-economic situation that marks the current context in Jordan. These several challenges obstruct inclusive and sustainable development. In addition, the complex humanitarian environment requires measures to mitigate the impact of protracted regional crises, notably the Syrian one that severely affects host communities of the Northern part of Jordan.

The magnitude of the issues encountered has led to the adoption by the GoJ of a comprehensive set of strategies supported by the international community and the European Union in particular. The continued commitment of the Jordanian authorities towards their implementation is key to achieve the goals of the proposed

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<sup>23</sup> Decentralisation and Local Development Support Programme (DLDSP) – ENI/2014/346-958 – focused on local governance and was implemented by UNDP between 2014 and 2020.

<sup>24</sup> The Tanmiah database was developed by the Decentralisation and Local Development Support Programme (implemented by UNDP between 2017 and 2020). The Tanmiah system collects and analyses approximately 400 economic, social and municipal services data<sup>24</sup> about each governorate and connects them to a geographical information system to help decision-makers in making decisions based on the specific needs and funds available for each location. Tanmiah contains the Regional Information System, Project Management System, as well as Public Relations Management and Geographic Information System, which help improve the level of government services, as well as planning and decision-making processes in governorates and municipalities.

intervention. At the same time, municipalities have to be capacitated to ensure that the needs of the communities will be answered at root level.

Therefore, there is a window of opportunities to implement several activities that should **reinforce host communities' ability to cope with the protracted regional crisis by engaging in a more inclusive and sustainable development at the local level.**

The context analysis shows that the resilience of host communities and refugees' self-reliance would be improved in a less strained environment, offering better local development opportunities to generate employment, increase service delivery, and allow decent living standards for all. Identifying **key sectors that offer economic opportunities**, or whose lack of performance undermines development, is crucial to boost development potential and remove barriers. The development reports and local development plans already list many of them, such as agro-business, tourism, green economy. Building on this documentation, the potential sectors will be fine-tuned, relevant local development/investment projects identified, assessed and selected for implementation based on specific criteria<sup>25</sup>.

This programme will operate in the framework of the powers awarded to municipalities which are matching the development objectives of this Action. The new law whose formal approval is expected soon confirms that local councils are entitled to approve the drafts of strategic, developmental and investment plans and needs of each municipality area, to set priorities and submit them to the executive council, to endorse the annual budget of the municipality, to approve municipality four years' indicative budget, and to manage the municipality's properties and money.

**Municipalities will have a key role** in the action and will be supported through the provision of adequate technical assistance, complemented by the capacity building provided under the DAILL programme. They will involve the stakeholders of their territory through a participatory approach, and implement the selected projects resulting in job creation, better service quality and delivery which will benefit all groups. In parallel, we expect that the municipality-led projects implemented under flourishing sectors have **spill-over effects and generate, in turn, development opportunities while targeting and reconciling urban and rural dimensions to create dynamics.**

In addition, the **local communities**, civil society, and private sector shall be in a position, through access to adequate information and funding, to **grasp these new opportunities and undertake initiatives** that will impact the community members through job creation, provision of services, or improvement of their overall living conditions.

Therefore if **municipalities-led projects based on key economic sectors** are implemented and if **community-based initiatives** are boosted, then this two-fold complementary approach could generate development opportunities, better services at local level contributing though to job creation and improved living conditions which would results in turn **to improve the resilience of host communities and refugees** in North Jordan targeted areas.

Given the nature of the proposed intervention, a **conflict-sensitive and rights-based approach** will be adopted throughout its implementation to reinforce the **social cohesion** jeopardised by the human and socio-economic pressure. The decision-making, implementation and monitoring processes will apply **the participatory approach and be based on territorial considerations.** The specific **vulnerability of women**

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<sup>25</sup> During the inception phase and based on the existing documentation as well as the first results of the DAILL project, selection criteria will be developed to identify beneficiary municipalities, or groups of municipalities having a community of interests and potentials, and projects to be implemented. The project will try to maximise the impact by avoiding dilution in several disconnected interventions but promoting concentration on a limited number of project acting as catalysts (objective 1) and around which several smaller scale activities could be attracted and anchored (objective 2).



within the refugees and host communities will require an empowerment policy; the UNDP's Women's Economic Empowerment programme will be instrumental in this regard. The **Green Recovery concept** will also be mainstreamed into the development projects proposed and integrated into municipal services improvement design.

### **3.6. Indicative Logical Framework Matrix**

Results	Results chain: Main expected results [maximum 10 ]	Indicators [it least one indicator per expected result ]	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	To strengthen the resilience of North Jordan local host communities and refugees (Governorate of Irbid and potentially Ajloun) through improving inclusive and sustainable socio-economic development opportunities, service delivery.	<ol style="list-style-type: none"> <li>Poverty rate in communities in the Northern regions (%) disaggregated by gender and group</li> <li>Unemployment rate in the Northern regions (%) disaggregated by gender and group</li> </ol>	Poverty rate in Northern regions : TBD Unemployment rate in Irbid, 2021: 18.9% (total) – 22.8% (women) – 18.1% (non-Jordanian) and 37.3% (non-Jordanian women)	To be set in the Financing Agreement	National statistics reports	<i>Not applicable</i>
<b>Outcome 1</b>	Job creation and living conditions are improved for both host communities and refugees, by boosting selected economic sectors at municipal or inter-municipal level.	1.1 Number of jobs indirectly created disaggregated by sector gender and social group (refugees)	0	To be set in the Financing Agreement	Development Reports Project reporting Department of Statistics (Bi-annual Newly Created Job Opportunities Survey)	The socio-economic and sanitary situation allows a smooth implementation of the activities of the programme
<b>Outcome 2</b>	Community-based initiatives are promoted contributing to employment and living conditions are improved by promoting	2.1 Number of initiatives proposed disaggregated by gender and social group (refugees)	0	45	Development Reports Project reporting	Local stakeholders are willing to engage

					Department of statistics (Household Expenditures & Income Survey)	
<b>Output 1 related to Outcome 1</b>	1.1 Selected economic sectors are supported	1.1.1 Number of municipalities supported 1.1.2 Number of sectors supported	3 0	To be confirmed at inception 10 2	Development Reports Project reporting	Municipalities have the capacity and remain committed to implement projects
<b>Output 2 related to Outcome 1</b>	1.2 Transition to green economy is promoted	1.2.1 Number of interventions connected to green economy directly or indirectly resulting from the proposed action	0	10	Development Reports Project reporting	
<b>Output 3 related to Outcome 1</b>	1.3 Service delivery in specific areas is improved	1.3.1 Number of additional people (disaggregated by gender and social group/refugees) accessing to public services 1.3.2 % of increase in coverage of municipal services	0	To be determined at inception phase	Municipal and governorate data – Tanmiah database Development Reports Project reporting	
<b>Output 4 related to Outcome 1</b>	1.4 Municipalities are better equipped to be developmental actors	1.4.1 Perception of the extent to which municipalities are active in promoting local development	To be defined at inception phase	To be defined at inception phase	Studies conducted with the LDGs and participatory process groups	Municipalities are committed to engage in development

<b>Output 1 related to Outcome 2</b>	2.1 Inclusive local development groups (LDGs) are formed and mobilised around community-driven needs and opportunities	2.1.1 Number of LDGs formed 2.1.2 Composition of LDGs (disaggregated by gender and social group/refugees)	0  0	To be defined at inception phase To be defined at inception phase	Project Reporting	Communities are willing to engage in local development
<b>Output 2 related to Outcome 2</b>	2.2 Access to information and opportunities is improved	2.2.1 Number of “one-stop shop” supported or created	To be defined at inception phase	To be defined at inception phase	Project Reporting – Municipalities and Governorate activity report	Existence of basic structure to further disseminate information
<b>Output 3 related to Outcome 2</b>	2.3 Development initiatives and local businesses are supported.	2.3.1 Number of micro-projects funded (disaggregated by gender and social group/refugees) 2.3.2 Number of jobs created resulting from these projects (disaggregated by gender and social group/refugees)	0  0	To be set in the Financing Agreement	Development Reports Project reporting	Communities are informed and capacitated to develop proposals.

## **4. IMPLEMENTATION ARRANGEMENTS**

### **4.1. Financing Agreement**

In order to implement this action, it is not 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 48 months from the date of adoption by the Commission of this financing Decision.

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<sup>26</sup>.

#### **4.3.1. Indirect Management with an entrusted entity**

This action may be implemented in indirect management with the United Nations Development Programme (UNDP). This implementation entails all activities related to specific objectives 1 and 2.

The envisaged entity has been selected using the following criteria:

- Experience of the Jordanian context in support of the regulatory framework: during the implementation of the former EU Decentralisation and Local Development Support Programme (DLDSP), UNDP supported the process of decentralisation, prepared five policy documents for the revision of the existing decentralisation framework;
- Experience of the Jordanian context in the specific area of integrated development planning, capacity building, financing: in the context of the DLDSP, UNDP strengthened the administrative and planning capacity of civil servants in 3 pilot Governorates and at the Ministry of Interior (MoI), including through regional exchanges, and developed a Master on Local Administration;
- Active involvement at both central and sub-national levels, operating with authorities and civil society : in the course of the DLDSP implementation, UNDP set up a programme support unit at the MoI, prepared Development Reports in 3 Governorates, supported 8 municipalities and provided trainings and/or grants to 14 local community-based organisations (CBOs);
- Institutional network and trust established with key stakeholders: UNDP has been working with the Ministry of Interior, the Ministry of Local Administrations (MoLA), the Ministry of Finance (MoF), Department of Statistics (DoS), notably for the establishment of the Tanmiah database, in the framework of the DLDSP and the DAILL implementation;
- Involvement of the SDGs localisation: UNDP is at the forefront of the SDGs implementation and is implementing the local approach through the DAILL;

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<sup>26</sup> [www.sanctionsmap.eu](http://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.

- Experience in response to the Syrian Crisis, refugees' presence: UNDP has been supported MoPIC on the strategic orientations in the response to the Syrian crisis.

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 entity is replaced, the decision to replace it needs to be justified.

#### 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

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Implementation modalities</b> – cf. section 4.3	
<b>Objective 1</b> : To boost developmental sectors to contribute to job creation and improvement of leaving conditions of both host communities and refugees.	<b>5 500 000</b>
Indirect management with UNDP cf. section 4.3.1	<i>5 500 000</i>
<b>Objective 2</b> : To promote community-based initiatives to generate employment and improve leaving conditions	<b>1 500 000</b>
Indirect management with UNDP cf. section 4.3.1	<i>1 500 000</i>
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	will be covered by another Decision
<b>Communication and visibility</b> – cf. section 6	N.A.
<b>Contingencies</b>	0
<b>Totals</b>	<b>7 000 000</b>

#### 4.6. Organisational Set-up and Responsibilities

This programme will be fully integrated into the governance structure foreseen under the Decision ENI/2020/42-572 and in particular the governance structure of the Component 2 of the “EU Support to improving integrity and accountability in Jordanian public administration at central and local levels” programme.

The programme will be coordinated and monitored through the Technical Working Group (TWG), **which will soon be formed by the Ministry of Planning and International Co-operation** under this component. This technical committee will comprise the Ministry of Interior, the Ministry of Local Administrations, having mandate respectively over the Governorates and the Municipalities. The Ministry of Finance will also be part of the committee as a key stakeholder and counterpart for the budgeting part. Other relevant key stakeholders will be invited on an ad hoc basis.

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 submit 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.

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:

An **inception phase** will be foreseen to establish an overarching monitoring framework for the action and for the implementer to conduct a baseline review of the indicators and define a baseline when not available. This monitoring framework will be used by the implementer and reported upon to the Contracting Authority throughout the implementation of the action. Subsequent monitoring missions may be foreseen to report on performance and results monitoring; besides the evaluations mentioned under 5.2.

### **5.2. Evaluation**

Having regard to the importance of the action, a mid-term and ex-post evaluations 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 will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that this action is a pilot one, putting into practice elements developed in the DAILL complementary programme, it includes some innovative practises and tools that will require in-depth assessment.

The Commission shall inform the implementing partner at least 3 months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts and provide them with all necessary information and documentation and access to the project premises and activities.

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

### **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. COMMUNICATION AND VISIBILITY

Communication and visibility is a contractual obligation for all entities implementing EU-funded external actions to advertise the European Union's support for their work to the relevant audiences.

To that end they must comply with the instructions given in the [Communication and Visibility Requirements of 2018](#) (or any successor document), notably with regard to the use of the EU emblem and the elaboration of a dedicated communication and visibility plan, to be completed for every action at the start of implementation.

These obligations apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries or entrusted entities. 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.

Communication and visibility measures may be funded from the amounts allocated to the action. 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 concerned EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before work starts. 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.

It is envisaged that a contract for communication and visibility may be contracted under another financing Decision.