

ANNEX 1

of the Commission implementing Decision on the 2014 special measure in favour of Jordan for the Syria crisis to be financed from the general budget of the European Union

Action Document "Support to the Response to the Syria crisis in Jordan"**1. IDENTIFICATION**

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|--|---|---------------------------------|---|
| Title/Number | "Support to the response to the Syria crisis in Jordan" CRIS number: ENPI/2014/037-721 | | |
| Total cost | Total estimated cost: EUR 13 million Total amount of EU budget contribution EUR 13 million | | |
| Aid method / Management mode and type of financing | Direct management for: component 1: direct grant to the United Nations Development Programme – UNDP; component 2: services and grants; and component 3: direct grant to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) | | |
| DAC-code | | 73010 11230 & 11330 15110 | Recovery Basic and higher Education Support to the aid-coordination framework |

2. RATIONALE AND CONTEXT**2.1. Summary of the action and its objectives**

The overall objective is the support to the response to the Syria crisis in Jordan. The specific objectives are articulated in three components:

- 1: Support to the specific response to the Syrian crisis coordination framework established by the Government of Jordan;
- 2: Support to recovery opportunities for Syrian refugees and the host communities;
- 3: Strengthening the resilience of Palestinian refugees from Syria in Jordan.

Support to the Jordan Response Platform for the Syria Crisis

The crisis in Syria is compromising development gains across the region and especially in neighbouring countries like Jordan and Lebanon. The host communities in Jordan struggle to share scarce resources and extend hospitality, as the massive influx of refugees has exceeded local coping capacities and intensified existing vulnerabilities. From the international community and the United Nations (UN) bodies, there is consensus that the response to the crisis is not only political or

humanitarian, but also a developmental one. United Nations Development Programme (UNDP) deployed a sub-regional development coordinator for the establishment of a multi-disciplinary facility aimed at supporting the work of Resident Coordinators and Country Offices of the countries affected by the crisis. Within "the whole of Syria" approach, that combines humanitarian and development at regional levels, the UN has decided in close partnership with the Jordanian Government to convert the UN development Assistance Framework (UNDAF) to Jordan into UN Assistance Framework, which includes also humanitarian support and activities.

The UN Resident Coordinator and UNDP are now supporting the same planning exercise with the Government of Jordan. In September 2014, the Ministry of Planning and International Cooperation (MoPIC) established the Jordan Response Platform for the Syrian Crisis (JRPSC), using the structures and set up of the pre-existing Host Community Support Platform (HCSP) established in September 2013 as its backbone. The JRPSC will implement the Jordan Response Plan (JRP) that is currently under development for the year 2015 and which brings together development and humanitarian responses to the Syrian crisis under one integrated planning and coordination framework. The JRP for 2015 is based on the recently endorsed multi-annual National Resilience Plan (NRP) 2014-2016 and the Regional Response Plan (RRP). UNDP is supporting the drafting of the JRP and the eleven task forces and working groups established under the JRPSC. In addition, the programme builds upon the achievements of the HCSP Platform and of its Secretariat established by UNDP, with UNDP and UN Women funding and in-kind support from the Office for the Coordination of Humanitarian Affairs (OCHA) and the Office of the United Nations High Commissioner for Refugees (UNHCR).

Support to recovery opportunities for Syrian refugees and host communities

Hosting displaced people and accommodating their needs, is putting critical pressure on the ability of the Jordanian social, economic, institutional and natural resources systems to cope. Many Jordanians residing in the communities hosting Syrian refugees have been affected in their livelihoods opportunities, and rightful access to quality public services. Jordanians have also found themselves confronted with additional competition from Syrians in local job markets, with a worrisome increase in child labour among the Syrian refugee population. This has put downward pressure on local wages and caused food, fuel, rent and in some cases water price inflation. Economic opportunities for refugees are limited and linked primarily to engagement by humanitarian agencies or informal trade. Only 10% of urban refugee households report having at least one family member formally employed¹. Refugees rely on humanitarian assistance, personal savings and remittances as income sources. Jordan has refused to grant any work permit to Syrian refugees unless they are employed under new Syrian investments. For the few refugees who have been able to find more regular casual work, these opportunities tend to be insufficient to support their livelihoods. The above mentioned situations, which are detrimental for both Jordanian people and Syrian refugees, are also driving towards the exacerbation of vulnerabilities and the rising of community tensions.

This financial allocation targets refugees and host communities by promoting local economic development initiatives and income generating activities. The intervention will be aligned to the extent possible to the NRP and the JRP, but also aims at

¹ Lives Unseen: Urban Syrian Refugees and Jordanian Host Communities Three Years into the Syria Crisis, Care International-Jordan, April 2014.

innovative sectors entailing skills development and related entrepreneurship development.

Palestine Refugees from Syria

With regard to the support component for the Palestine refugees from Syria, since the onset of the Syria crisis, the UN Relief and Works Agency for Palestine refugees in the near east (UNRWA) Jordan has provided support to Palestinian refugees from Syria (PRS). UNRWA holds the mandate and responsibility to serve these refugees that do not have access to UNHCR refugee services. Only 18% of PRS reported receiving additional assistance from a humanitarian agency other than UNRWA in February 2014. At that time, 22% of the PRS households were headed by a female, and 17% of households were headed by a person over the age of 60 years. Due to generous contributions² that covered additional expenses, UNRWA was able to extend its services to these additional refugees. PRS in Jordan have been able to access UNRWA schools and basic health care facilities, UNRWA's vocational and higher education facilities and have been provided with protection services as well as cash assistance to meet basic needs. With this further financial contribution, UNRWA will be able to continue this assistance with the ultimate goal of strengthening the resilience of Palestinian refugees.

2.2. Context

2.2.1. Country context

2.2.1.1. Economic and social situation and poverty analysis

Jordan is a stable country in a troubled region. It has a small economy with no oil or gas resources and an estimated population of approximately 6.5 million, augmented by a growing number of refugees from Syria. It is classified as an upper middle-income country, with a widening gap in income distribution. Despite many efforts to engage in economic stabilisation and liberalisation, the country faces real economic and social challenges. The global financial and economic crisis that began in late 2008 led to a sharp drop in global demand, which negatively impacted Jordan's exports. Virtually every class of goods and services exported from Jordan saw a significant drop in export volume between 2008 and 2009. Despite a number of positive policy changes in response to the worsening crisis, remittances and foreign direct investment shrank. In addition, following the advent of the Arab Spring, tourism revenues, Jordan's second largest contributor to gross domestic product (GDP), dropped by roughly USD 568 million (16.5%), reflecting a 20% decline in the number of visitors. At the same time, regular supply of cheap natural gas from Egypt that provided 80% of Jordan's electricity needs has stopped, severely interrupted by repeated detonations of the gas pipeline, costing Jordan USD 3-5 million per day as the Government of Jordan was forced to find alternate and more costly fuel sources.

High energy/food subsidies, the intensification of the Syria crisis and a bloated public sector workforce, put additional pressure to Jordan's chronically high fiscal and external deficits. Against this adverse environment, macroeconomic stability has been supported by prudent fiscal and monetary policies, as well as by direct budget support by the international community. As a result, the fiscal account recorded a deficit of 11.3% of GDP in 2013 while the current account recorded a deficit of 9.8% of GDP in the same year.

² ECHO & UN Emergency Fund.

In terms of poverty reduction, the related Millennium Development Goal is considered achieved, even exceeded. However, income inequality and the widening poverty gap remain a concern (Gini increased between 2008 and 2010 to 35.4). Despite Jordan's relatively high score on the Human Development Index (HDI) the Kingdom's gross national income (GNI) is below the average for medium HDI country.

Furthermore, Jordan's social, economic and educational policies are keys to its national Development Agenda. In fact, the country faces several development challenges, for instance dealing with its population growth rate and in particular its large youth population, as approximately 70% of Jordan's population is under 30 years of age. The public sector is strained and the education sector in particular struggles to provide high enrolment rates and qualitative education. At the same time, it is estimated that 80,000 new jobs will be needed each year to avoid higher levels of unemployment and poverty considering that the unemployment rate among youth aged 15-24 years is estimated at nearly 60%.

Moreover, as a result of the significant intensification of the influx of Syrians refugees settling in Jordan, the public service sector is even more strained and the refugees' humanitarian and non-humanitarian needs are increasingly high. In addition, their numbers are likely to increase, the extent depending on the level of escalation and aggravation of the conflict in Syria, in light also of the military gains by the Islamic State.

2.2.2. *Sector context: policies and challenges*

Support to the coordination framework set up for the implementation of the 2015 Jordan Response Plan (JRP) and the multiyear National Resilience Plan (NRP)

UNDP, on behalf of the UN Country Team (UNCT), has embarked in the exercise long before, and it is now supporting the finalisation of the JRP 2015 by MoPIC which is centred on a revised "joint needs assessment review" report, meant to be finalised by mid-October and the recently approved NRP. The JRP provides an "Integrated Refugee and Resilience Response³" that combines in one mutually reinforcing integrated document a more effective way for addressing gaps and facilitating harmonisation and alignment with national priorities. Furthermore, it serves as national chapter for any regional plan related to the Syria crisis, and at the same time feeding into an integrated regional approach. The JRPS is chaired by the MoPIC and is composed of line ministries, donors and UN agencies representatives. The JRPS is supported by a Secretariat which will provide coordination, policy advisory, strategic planning, aid information management, monitoring and evaluation (M&E) and communication support, in close collaboration with MoPIC Humanitarian Relief Coordination Unit and other relevant government department. In addition, sector task forces (STFs) and Inter-Agency Task Forces on Humanitarian (HIATF) and Resilience (RIATF) are created to operationalise the JRPS mandate, particularly in relation to the elaboration of the JRP. Donors will be called to lead the sector task forces, and UN agencies are seconding staff in thematic areas⁴.

Given the scale and complexity of the crisis, the Government of Jordan existing capacity to effectively convene and coordinate the wide range of humanitarian and

³ Similarly to that, the EU Delegation Jordan is engaged with ECHO for the development of a "Joint Humanitarian and development" framework.

⁴ The EU is leading the livelihood task force for instance. UN Women and the United Nations Population Fund (UNFPA) have seconded experts among other.

development partners, and track and follow up on a large number of humanitarian and development interventions needs that will be complemented by efforts to build capacity for policy and technical and coordination functions. The UNCT in Jordan is committed to strongly support this initiative and to further assist MoPIC in building its capacities to address the impact of the crisis on the country. The present programme represents the articulation of the collective support that the UN System, under the leadership of its Resident and Humanitarian Coordinator, aims to provide to MoPIC, as the government entity responsible for the coordination of the Government of Jordan response to the Syrian crisis. MoPIC also hosts the JRPSC Secretariat, whose establishment concretises the government commitment in improving its aid coordination architecture. The need for such a structure was highlighted in the UNCT aid effectiveness assessment report of February 2013. By moving towards the setting up of a multi-partner convening body of nationally-led sector coordination groups and of aid information management/monitoring and evaluation systems for an integrated response to the Syria crisis in Jordan, the Government of Jordan is seizing this opportunity for strengthening its capacity for donors coordination and aid effectiveness in the country in general.

Recovery

Numerous agencies have provided humanitarian aid, including cash assistance, to those affected by the crisis in both camps and urban settings largely through a coordinated, UN-led Regional Response Plan (RRP). In addition, the National Resilience Plan (NRP) is being used by the Government of Jordan to appeal to the international community to increase aid to address the burden of the Syria crisis on Jordan. Currently, funding for the Syria response is insufficient and still mainly focuses on camps; the latest mid-year review of the RRP6 indicates that only 36% of the approximately USD 1.2 billion initially required for the Syrian response in Jordan has so far been funded. With at least 80% of the Syrian refugee population in Jordan residing outside the camps, providing the most vulnerable refugees with access to basic services remains a challenge.

Many Syrian refugees have now been displaced for over two years and have exhausted their personal resources; many have consequently incurred serious debt to pay for food, rent, medical expenses, and other basic needs. With no end in sight to the crisis, Syrians in Jordan have few options to meet basic needs. In addition, Jordanian labour law⁵ restricts foreign nationals, including Syrian refugees, from getting work permits unless they have experience and qualifications that cannot be met by the Jordanian workforce. Some refugees who live outside the camps rely on cash assistance from UN agencies, international NGOs⁶, and local organisations to help pay medical expenses and other basic needs; however, current levels of cash assistance are insufficient to meet the needs of the vulnerable refugee population. Meanwhile, donor funding for this assistance is becoming increasingly limited and is likely to end within the next few years. In order to meet ends, many refugees work without permits, putting them at risk of exploitation by employers, fines, arrest or even deportation back to Syria.

Jordan's economic problems, including the high level of unemployment and other issues that predate the Syria crisis, have caused the Government of Jordan to be

⁵ Ministry of Labor, Labor Law and its Amendments No.8 of the Year 1996, <http://www.mol.gov.jo/Portals/1/labor%20law%20english.pdf>.

⁶ UN agencies and international NGOs such as the *Agence d'Aide à la Coopération Technique Et au Développement* (ACTED), Oxfam GB and Danish Refugee Council (DRC).

unwilling to allow Syrian refugees to formally participate in the Jordanian economy. These government policies have made donors reluctant to fund programmes that generate income for Syrian refugees and prohibited donors and international NGOs from supporting Syrian refugees through more sustainable alternatives to cash transfer programming, such as livelihoods programming. With dwindling funds for cash assistance and other programming and continued work restrictions that especially impact Syrians; the status quo is untenable and unsustainable.

The 2013 needs assessment⁷ indicates that male Syrian refugees are being employed in informal agriculture, construction, food services and retail trade, mostly where irregular seasonal work is found. Lack of law enforcement allows hiring informally and below the national minimum salaries. The working conditions have thus seriously deteriorating, paving the way for labour exploitations including increases in child labour. This downwards pressure on wages threatens to intensify the degree of poverty and vulnerability among Jordanians in the most vulnerable host communities.

The NRP provides priorities responses under both resilience and recovery lenses⁸. In line with the resilience approach, this action document will identify interventions directed at supporting Syrian refugees and vulnerable Jordanians in coping with the effects of the crisis in the short-term, while at the same time paving the way for recovery. Income generating activities will be launched and framed under "high intensive labour programmes" for the host communities.

PRS

As of August 2014, the number of the Palestinian Refugees from Syria (PRS) in Jordan stood at around 14,500. UNRWA anticipates that this number will increase to 18,000 PRS by the end of 2015 given the continued outflow of refugees to neighbouring countries due to the protracted conflict in Syria and the expansion of the Islamic State operations and threat. During this year, UNRWA has provided cash assistance to 70% of all PRS residing in Jordan. Cash has proven to be one of the most critical intervention enabling refugees to meet some of their basic needs and contribute to the expenditures of their host families. Given that Jordan's middle income economy is highly monetised and offers ample access to markets across the country, with a comparatively stable local currency, cash appears to be the most effective, efficient and flexible way of providing basic need assistance. In addition, the cash assistance flowing into the local economy is expected to create positive multiplier effects on the micro-economy of the host environment. However, in an effort to ensure that those refugees threatened by absolute poverty and with limited access to supporting social structures benefit most, UNRWA will launch a restructuring of the cash assistance targeting early 2015 which will be based on a needs assessment that will be completed in the second quarter of 2015. This is likely to result in targeting the 30% of most needy refugees.

Target group

With regard to the support to JRPSC, the target groups are on one side the MoPIC staff directly involved in the implementation of the JRPSC mandate, including the JRPSC staff itself. These officials will receive training on policy development, on co-ordination and leadership and general improvement of their technical expertise.

⁷ <http://www.hespsjordan.org/new-resources/publications>.

⁸ National Resilience Plan, pages from 61 to 76. 2.5. "Livelihoods & Employment" and 2.6. "Local Governance & Municipal services".

This will be preceded by capacity diagnostics to identify levels (institutional/organisational/individual), functional and technical capacities required by JRPSC. In addition, expertise will also be provided to review current JRPSC aid information management, monitoring and evaluation systems to ensure that the joint humanitarian and resilience response is duly implemented through the eleven sector task forces. On the other side, the target group can also be considered the users of the services provided by JRP.

The target groups for the resilience and recovery component of this Action Document are the most vulnerable segments in the host communities and the Syrian refugees in the most affected areas of Jordan. UNHCR figures indicate that 80% of Syrian refugees have settled in non-camp settings in urban and rural areas. Across Jordan's 12 governorates, 129,000 (22.5%) are living in Irbid, 187,000 (32.6%) in Mafraq, 143,000 (24.9%) in Amman, 50,000 (8.7%) in Zarqa and 65,000 (11.4%) are spread across the rest of the country.

As for the PRS, the estimated number of target groups is:

- Up to 5,400 PRS receiving cash assistance;
- Up to 400 PRS households receiving “emergency/urgent” cash;
- Up to 3,000 PRS/Syrian refugees having free access to primary education;
- Up to 16,000 Palestine refugee students from Jordan studying at 6 UNRWA schools in need of maintenance;
- Up to 60 PRS having free access to vocational or higher education;
- Up to 2,160 Palestine refugee host families from Jordan hosting an estimated 12% of PRS families at their residence free of charge.

2.3. Lessons learnt

With regard to the support to the coordination framework, the setting-up of a coordination platform was proposed with a view to support the Government of Jordan aid coordination capacity in a context of increasing aid needs and flows for Jordan to better respond to the Syrian crisis. In this context, the design of the platform builds upon international best practices in aid coordination and upon the UNCT donor coordination and aid effectiveness assessment report of February 2013. The programme will also give due attention to the lessons learnt by MoPIC in their effort to develop an aid information management system. Key lessons learnt in this regard include the need to place greater emphasis on capacity development. In this regard, the programme has taken into consideration the current capacity limitations of its counterparts and will strive to strengthen these over the course of implementation.

In terms of the recovery side of the programme, in responding to the influx of Syrian refugees, there is the need to prioritise the improvement of conditions for all those in Jordan, and not only a select target population. Livelihood and recovery, as education, should aim at addressing differences and promote tolerance not only amongst refugees, curbing the impetus to seek redress, but also between the host community and the refugees as a mean to decreasing the potential of resentment and violence. There are growing calls⁹ to integrate conflict prevention approaches in

⁹ Latest example here: UNHCR (2013) Inter-Agency Regional Response for Syrian refugees - Egypt, Iraq, Jordan, Lebanon, Turkey 25 July - 7 August 2013 <http://reliefweb.int/report/lebanon/inter-agency-regional-response-syrian-refugees-egypt-iraq-jordan-lebanon-turkey-25-0>.

activities in Jordan, as the strains on host communities' increase and the incidences and risk of violence and lack of integration escalate.

Furthermore, it is crucial to plan for the long term and to build the capacities of the Syrian refugees in a way that they will be able to contribute in the rebuild to a cohesive and peaceful future Syria. As livelihood, recovery and education programmes are established in Jordan, both in and outside of the refugee camps, plans must be made for how refugees will use the knowledge, skills, and ideally credentials provided by trainings after the violence decreases.

A very important lesson learned is to distinguish the features of working with urban refugees, as opposed to camp based refugees. Different targeting strategies are required, with: a stronger focus on information campaigns and outreach work; service provision in multiple locations as well as service provision to host and refugee populations; and the development of partnerships with local organisations.

While there have been many waves of refugees leaving Iraq, the Iraq refugee crisis of 2006-7 is often cited in the literature as an important example to understand the challenges and lessons learned of refugee flows in an urban context¹⁰.

Also, a comprehensive approach is needed. The appropriate line ministries should be fully involved, as well as the need to involve the Jordanian private sector in the livelihood component.

2.4. Complementary actions

The EU supports basic education, youth programmes, vocational education and higher education in Jordan also via budget support. The EU Directorate-General for Humanitarian Aid and Civil Protection (ECHO) is providing cash assistance to the Syrian refugees since the last 3 years for Non Food Items, food vouchers, winterisation and rent subsidies among others.

In addition to an harmonised and aligned approach to the NRP and the subsequent JRP, the EU Delegation and ECHO are drafting a "Joint Humanitarian and Development Framework" that will frame actions in a single document that will highlights synergies, coordination and, to the extent possible, where development lenses will take over.

Interactions will be created with the ongoing programme on livelihood implemented by Caritas in Jordan. From a planning point of view, the October 2014 Department for International Development (DFID) scoping mission on livelihood opportunities will provide both a regional and an-inside Syria perspective. The local European Instrument for Democracy and Human Rights (EIDHR) call has included Syrian refugees among the beneficiaries for small projects on women empowerment and gender equality.

The cross-border humanitarian access from Jordan as authorised by the United Nations Security Council resolution (UNSCR) 2165, started at the end of July, and it is going slowly.

2.5. Donor co-ordination

In Jordan, donor co-ordination of aid in relation to the Syrian crisis is led by JRPSC. Out of the four sector task forces, on health, education, livelihood and municipal service, the Delegation leads the working group on the employment/livelihood sector. The EU Delegation with the United Nations took the lead in discussing with

¹⁰ Chatelard, 2011b.

MoPIC, as a concerted attempt by development partners, to coordinate assistance in a way to maximise the impact of support and to ensure that its strategic focus is fully in line with the needs of Jordan.

Separately, there are coordination meetings called by OCHA on donors' coordination on cross border operations and the Humanitarian Inter Agency Task Force chaired (IATF) by UNHCR to discuss the state of play of refugees in Jordan and internally displaced people in Syria with related programme's situation and funding.

3. DETAILED DESCRIPTION

3.1. Objectives

The overall objective is the support to the response to the Syria crisis in Jordan. The specific objectives are articulated in three components:

1. Support to the co-ordination framework established by the Government of Jordan, in response to the Syria crisis;
2. Support to recovery opportunities for Syrian refugees and the host communities;
3. Strengthening the resilience of Palestinian Refugees from Syria in Jordan.

3.2. Expected results and main activities

The expected results and main activities are:

1. An enhanced co-ordination framework with improved capacity to lead the response to the Syrian crisis by the Government of Jordan;
2. Syrian refugees and host communities benefits from recovery opportunities;
3. Palestine Refugees from Syria in Jordan are more resilient.

Programme description

Co-ordination framework

Through this action, the Government of Jordan will be supported in improving its performance in a number of areas, such as aid co-ordination, participatory planning, information management, communication, advocacy, accountability, access to information and transparency, among others. Capacity development for planning and implementation is thus the main component of the strategy underpinning the present programme. The NRP failed to reach the adequate donors' support and the JRP and the related JRPSC aim for a renewed support based on the newly adopted joint humanitarian and development approach. For this reason, capacity development will be provided to the programme beneficiaries through a number of means, including, but not limited to:

- a) Capacity diagnostics / self-assessment – to identify levels (institutional/organisational /individual), functional and technical capacities which JRPSC requires. This will also serve as a strong M&E tool to measure results achieved by the programme;
- b) Coaching and mentoring by the programme of JRPSC staff and provision of technical expertise for this purpose;
- c) Traditional training and workshops in Jordan.

With regard to the recovery component of this Action Document, the EU aims at mitigating the impact of the Syrian crisis by responding to the urgent needs of crisis-

affected host communities, while also helping them to absorb refugees in a way that does not exacerbate existing tensions or increase vulnerability to poverty. The programme will be implemented in two phases. A first phase where scoping and feasibility studies will be completed in the following areas:

- a) Evaluation of the legal framework for access to employment for refugees in Jordan and identify opportunities for refugee livelihoods based on revised legislation;
- b) Identification of lessons learned from livelihoods programming for Iraqi refugees;
- c) Exploring current assistance provided in host communities in this sector, including positive and negative impact of cash assistance, assistance provided by community based organisations (CBOs), among others;
- d) Gain a clearer picture of the impact of the Syrian crisis on employment within Jordan in various sectors, including identifying areas of growth for Jordanian employment and business opportunities. Priorities will be given to sector where the country is in more need of innovation such as energy with regard to renewable energies and waste for energy, which implies also solid waste management;
- e) Anticipation of the costs of inaction on alternative livelihoods options for Syrian refugees, including protection issues.

The second phase will build on the scoping and feasibility studies for drafting the call for proposals for the concrete implementation of the livelihood programmes for refugees and host communities which will entail the following:

- a) Creation of short-term employment targeting unskilled workers, new graduates and women in host communities using labour-intensive schemes and job placement in order to boost their income and revive local markets, enabling the population to meet rising costs and reduce vulnerability to further shocks;
- b) Bridging emergency employment to sustainable livelihoods creation, (savings; joint-venturing; investing; and expanding markets.), targeting unskilled workers;
- c) Implementing demand-driven vocational and post-training support provided to ensure self-reliance and long term income-generating opportunities;
- d) Helping local small businesses to play an active role in work-based training and employment for young people, income generation and timely and efficient service delivery;
- e) Encouraging and training unemployed young people to start their own businesses, as well as providing grants, small loans and other managerial advice and support;
- f) Promoting participatory planning, management and coordination to ensure that all interventions are market driven, respond to community needs and are owned by the community.

PRS - UNRWA's assistance is entailed in three main actions:

a) Cash based intervention component: It is anticipated that approximately 400 households may require a one-time urgent cash assistance injection in 2015. In response, UNRWA would provide an average of USD 450 per household, with the exact amount to be provided dependent on the severity of the situation in each case.

These figures are current estimates and may change based on findings from a needs assessment for PRS that will be carried out in the first half of 2015. The cash based assistance will operationally rely as much as possible on UNRWA's existing Social Safety Net Programme structures; however, it will be requiring additional support for coordination, targeting and distribution.

b) Access to basic education for all children of Palestine refugees from Syria: As per a 2014 assessment covering PRS, only 85% of school age-children are currently attending either UNRWA or government schools. A total of 2,121 PRS children were registered in UNRWA's schools during the scholastic year 2013/14. This in effect translates in the need to provide an additional 53 classrooms with furniture, textbooks etc. and recruitment at least 70 additional teachers for these children. This number may increase to 3,000 for the scholastic year of 2015/16. As per UNRWA's policy, no Palestinian refugee child can be refused access to free education in its facilities and all children wishing to attend school will be integrated into the ongoing classes. The PRS will require special attention and counselling based on past experiences at the school level. Ensuring that they receive all the necessary support through the school is essential in ensuring that their future lives are not endangered by missing out on basic education, while the school environment also provides them with access to care and support services outside the household, and a routine in their lives that have been everything but 'normal' since the onset of the civil war in Syria. Given that there will be selected schools with PRS significant entrants, namely in Irbid, Zarqa and Amman, additional interventions will be carried out to improve the infrastructure of the school buildings to host the additional children.

c) Access to higher and vocational education: UNRWA plays a leading role in technical and vocational education in Jordan. As of the scholastic year 2013/14, UNRWA vocational and technical training students obtained very satisfying scores while UNRWA's Faculty of Educational Sciences and Arts (FESA) is specialised to graduate teachers that may work in UNRWA schools or anywhere else being recognised as an accredited higher education institution. As far as PRS students meet the general requirements to enter the vocational and higher educational facilities based on their past academic achievements, they will be provided with free educational services. The estimated number of PRS applying for three respective UNRWA institutions in Jordan is expected to be 60 refugees (compared to 40 registered in the scholastic year 2013/14).

3.3. Risks and assumptions

Assumptions

- Government of Jordan fully collaborates with UNCT for the diagnostic exercises and the related capacity building part.
- Availability of JRPSC staff to receive UNDP support.
- The Government of Jordan maintains his leadership for the aid coordination framework in an openness way with donors, UN agencies and partners (international NGOs);
- Active co-ordination among the main stakeholders remains the practice;
- Syrian refugees and PRS are allowed to stay in Jordan.

Risks

- Intense increase in number of Syrian refugees jeopardises the capacity of the Jordanian Government and partners to respond;

- Compromised in-country peace and stability;
- Syrian refugees are not allowed to take up vocational trainings and official related income generating activities.

3.4. Cross-cutting issues

- *Gender equality promotion*: girls and women from both the Syrian refugees and host communities face significant barriers in accessing employment opportunities, being also most of the time head of households. The programme intends to address the unequal access to job creation and ensure an equal balance between male and female workers.
- *Fighting against extremism*: Livelihood is a driver of inclusive growth and poverty reduction. Providing youth with quality vocational training and job opportunities is essential to integrate well in the society and to become less vulnerable and less inclined to fall into the trap of extremism.
- *Human rights*: Access to decent and safe work are fundamental rights; offering safe environment for workers and prevent exploitation and exposure to hazardous labour are among the most important International Labour Organization (ILO) conventions. Furthermore, by providing income generating activities to adults' head of households, child labour will be strongly reduced as it happens regularly in conflict situations. Therefore this action aims to ensure that vulnerable and displaced youth can continue accessing education.

3.5. Stakeholders

The main stakeholders are MoPIC for the aid co-ordination component, UNDP and to some extent the UN Resident Coordinator office, UNRWA for the PRS side and the partners contracted for the livelihood and income generating activities.

The end beneficiaries of the programme are Syrian refugees and the host communities, the PRS.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 48 months from the date of adoption of this Action Document, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension.

4.3. Implementation components and modules

The chosen implementation modules are:

4.3.1. Procurement (Direct management)

The first phase of the livelihood component will entail scoping and feasibility studies.

| Subject | Type | Indicative number of contracts | Indicative quarter of launch of the procedure |
|---------------------------|----------|--------------------------------|---|
| Prior studies/assessments | Services | 1 to 2 | 1 st quarter 2015 |

4.3.2. Grants: call for proposals (direct management)

The second phase for the livelihood component will be implemented through a call for proposals.

- (a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The priorities of the call for proposals will be defined through the feasibility studies and according to the priorities identified by the "Livelihood and Food security Task Force" that the EU delegation is leading in the framework of the Jordan Response Plan (JRP).

- (b) Eligibility conditions

Eligible applicants will be subject to the following indicative conditions:

- be a legal person and
- be non-profit-making and
- be a specific type of organisation such as: civil society organisations (CSOs), NGOs, Jordan public authorities or international organisations and
- be established in; i) a Member State of the European Union or; ii) a country that is a beneficiary of the Instrument for Pre-Accession Assistance II set up by the Council Regulation (EU) No 231/2014 of 11 March 2014 or; iii) a Member State of the European Economic Area or; iii) a developing country and territory which are not members of the G-20 group or a partner country or territory covered by the European Neighbourhood Instrument Regulation No 232/2014.

- (c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

- (d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 90%.

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The necessity of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

- (e) Indicative quarter to launch the call

2nd quarter of 2015.

- (f) Exception to the non-retroactivity of costs

Not applicable.

4.3.3. *Grants: direct award (direct management)*

UNDP

- (a) Objectives of the grant, fields of intervention, priorities of the year and expected results

Support to UNDP for contributing to establish the Jordan Response Platform for the Syrian Crisis (JRPSC).

- (b) Justification of a direct grant

Under the responsibility of the authorising officer by delegation, the grant may be awarded without a call for proposals to UNDP.

Under the responsibility of the authorising officer by delegation, the recourse to an award of a grant without a call for proposals is justified because of the crisis situation referred to in Article 190(2) RAP in Jordan, together with the specific characteristics of the action requiring UNDP's technical competence.

- (c) Eligibility conditions

Not applicable.

- (d) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

- (e) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 80%.

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The necessity of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

- (f) Indicative quarter to contact the potential direct grant beneficiary

1st quarter of 2015.

- (g) Exception to the non-retroactivity of costs

Not applicable.

UNRWA

- (a) Objectives of the grant, fields of intervention, priorities of the year and expected results

Support to UNRWA for strengthening of the resilience of the PRS. The component with UNRWA will consist in a contribution to their General Fund.

Cash based intervention component: it is anticipated that approximately 400 households may require a one-time urgent cash assistance injection in 2015; access to basic education for all children of Palestine refugees from Syria increasing school participation from 85% to 100%; access to higher and vocational education for 60 PRS.

(b) Justification of a direct grant

Under the responsibility of the authorising officer by delegation, the grant may be awarded without a call for proposals to UNRWA.

Under the responsibility of the authorising officer by delegation, the recourse to an award of a grant without a call for proposals is justified because of the crisis situation referred to in Article 190(2) RAP, together with the specific characteristics of the action requiring UNRWA's technical competence.

(c) Eligibility conditions

Not applicable.

(d) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(e) Maximum rate of co-financing

The maximum possible rate of co-financing may be up to 100 % in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

(f) Indicative quarter to contact the potential direct grant beneficiary

1st quarter of 2015.

(g) Exception to the non-retroactivity of costs

Not applicable.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, 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 shall apply.

The responsible authorising officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

| Module | Amount in EUR | Third party contribution |
|---|----------------------|---------------------------------|
| Grant to UNDP | 1,000,000 | N.A. |
| Grant to UNRWA | 2,000,000 | N.A. |
| Direct management services for livelihood | 300,000 | |
| Direct management grants for livelihood | 9,200,000 | |

| | | |
|------------------------------|-------------------|-------------|
| Evaluation and audit | 300,000 | N.A. |
| Communication and visibility | 200,000 | N.A. |
| Contingencies | 0 | N.A. |
| Totals | 13,000,000 | N.A. |

4.6. Performance monitoring

UNRWA, UNDP and the partners contracted for the livelihood component will regularly report to the Commission on the use of committed funds and programme implementation and provide ad hoc information on this additional funding for Jordan under the special measure for the Syria crisis. The report on programme implementation shall also focus on project results, obstacles, lessons learnt and any useful information for improving the programming and identification. The report shall assist the work of Syria Delegation who wants to start a much larger programme in this field. Regularly field missions will take place.

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).

4.7. Evaluation and audit

Evaluation (mid-term, final, ex post) and audit arrangements are an integral part of the contractual arrangements with the contractors/grant beneficiaries.

If necessary, additional risk-based audits and/or verification mission assignments may be contracted by the European Commission.

4.8. Communication and visibility

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented by a contractor mobilised by the EU Delegation, and in cooperation with the partner country.

The programme will follow the orientations of the Communication and Visibility Manual for the EU External Actions. Professional services will be procured to ensure communication and visibility of the programme in coordination with the key stakeholders of the Government of Jordan social partners and civil society.