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**COMMISSION IMPLEMENTING DECISION**

**of 14.10.2015**

**on the Annual Action Programme 2015 and Annual Action Programme 2016 part 1 in  
favour of Jordan to be financed from the general budget of the European Union**

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THE EUROPEAN COMMISSION,

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

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

Having regard to Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002<sup>2</sup>, and in particular Article 84(2) thereof,

Whereas:

- (1) The European Commission has adopted the Single Support Framework for Jordan for the period 2014-2017<sup>3</sup>, points 2 and 3 of which provide for the following priorities: “Employment and Private Sector Development” and “Renewable Energies and Energy Efficiency”.
- (2) The objectives pursued by the Annual Action Programmes to be financed under the European Neighbourhood Instrument<sup>4</sup> are to: i) increase incomes and employment, promote women and youth social economic inclusion and facilitate economic development in disadvantaged regions; ii) contribute to the development and implementation of effective policies that would help Jordan reach its renewable energy and energy efficiency targets.
- (3) The Action entitled “EU Support to the Private Sector Development in Jordan” aims at increasing the productivity and competitiveness of micro, small and medium enterprises and domestic and foreign investment, through a dual approach, i.e. budget support to the government to create an enabling business environment and project support and technical assistance to business services for improving their ability to deliver adequate services to Jordanian companies.
- (4) The Action entitled “Renewable Energy and Energy Efficiency Programme in Jordan (REEE II)” aims at complementing the relevant institutional, legislative and fiscal reforms, creating an enabling environment to mobilise public and private actors, in order to progress towards the goals of 10% renewable energy and 20% of energy savings by 2020 (principally through budget support incentives).

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<sup>1</sup> OJ L 77, 15.3.2014, p. 95.

<sup>2</sup> OJ L 298, 26.10.2012, p. 1.

<sup>3</sup> C(2014) 5130.

<sup>4</sup> Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument (OJ L 77, 15.3.2014, p. 27).

- (5) It is necessary to adopt a financing decision the detailed rules of which are set out in Article 94 of Commission Delegated Regulation (EU) No 1268/2012<sup>5</sup>.
- (6) It is necessary to adopt a work programme for grants, the detailed rules on which are set out in Article 128(1) of Regulation (EU, Euratom) No 966/2012 and in Article 188(1) of Delegated Regulation (EU) No 1268/2012. The work programme is constituted by the Annex 1 (section 5.4.1 ) and Annex 2 (section 5.4.1)
- (7) The Commission should entrust budget-implementation tasks under indirect management to the entities specified in this Decision, subject to the conclusion of a delegation agreement. In accordance with Article 60(1) and (2) of Regulation (EU, Euratom) No 966/2012, the authorising officer responsible needs to ensure that these entities guarantee a level of protection of the financial interests of the Union equivalent to that required when the Commission manages Union funds. The European Bank for Reconstruction and Development (EBRD) is currently undergoing the assessment under Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the authorising officer responsible deems that, based on the entity's positive assessment under Council Regulation (EC, Euratom) No 1605/2002<sup>6</sup> and on the long-standing and problem-free cooperation with it, budget-implementation tasks can be entrusted to this entity.
- (8) It is necessary to allow the payment of interest due for late payment on the basis of Article 92 of Regulation (EU, Euratom) No 966/2012 and Article 111(4) of Delegated Regulation (EU) No 1268/2012.
- (9) Pursuant to Article 94(4) of Delegated Regulation (EU) No 1268/2012, the Commission should define changes to this Decision which are not substantial in order to ensure that any such changes can be adopted by the authorising officer responsible.
- (10) The measures provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee set up by Article 15 of the financing instrument referred to in recital 2,

HAS DECIDED AS FOLLOWS:

#### *Article 1*

##### **Adoption of the measure**

The measure constituted by the Annual Action Programme 2015 and Annual Action Programme 2016 part 1 in favour of Jordan to be financed from the general budget of the European Union, as set out in the Annexes, is approved.

The programme shall include the following actions:

- Annex 1: EU Support to the Private Sector Development in Jordan;
- Annex 2: Renewable Energy and Energy Efficiency Programme in Jordan (REEE II).

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<sup>5</sup> Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union (OJ L 362, 31.12.2012, p. 1).

<sup>6</sup> Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities (OJ L 248, 16.9.2002, p.1).

## *Article 2*

### **Financial contribution**

The maximum contribution of the European Union for the implementation of the measure referred to in Article 1 is set at EUR 135,000,000 and shall be financed for an amount of EUR 90,000,000 from budget line 21.030102 of the general budget of the European Union for 2015 and for an amount of EUR 45,000,000 from budget line 21.030102 of the general budget of the European Union for 2016.

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

The implementation of this Decision is subject to the availability of the appropriations provided for in the draft budget for 2016 after the adoption of the budget for that financial year or as provided for in the system of provisional twelfths.

## *Article 3*

### **Implementation modalities**

Budget-implementation tasks under indirect management may be entrusted to the entity identified in the attached Annex 2, subject to the conclusion of the relevant agreement.

The section “Implementation” of the Annexes to this Decision sets out the elements required by Article 94(2) of Delegated Regulation (EU) No 1268/2012.

## *Article 4*

### **Non-substantial changes**

Increases or decreases of up to EUR 10 million not exceeding 20% of the contribution set by the first paragraph of Article 2, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution, as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 94(4) of Delegated Regulation (EU) No 1268/2012, provided that they do not significantly affect the nature and objectives of the actions. The use of contingencies shall be taken into account in the ceiling set by this Article.

The authorising officer responsible may adopt such non-substantial changes in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 14.10.2015

*For the Commission*

*Johannes HAHN*

*Member of the Commission*

EN



This action is funded by the European Union

**ANNEX 1**

**of the Commission Implementing Decision on the Annual Action Programme 2015 and Annual Action Programme 2016 part 1 in favour of Jordan**

**Action Document for the EU Support to the Private Sector Development in Jordan**

<b><u>INFORMATION FOR POTENTIAL GRANT APPLICANTS</u></b>	
<b><u>WORK PROGRAMME FOR GRANTS</u></b>	
This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning calls for proposals: 5.4.1.	
<b>1. Title/basic act/ CRIS number</b>	EU Support to the Private Sector Development in Jordan financed under the European Neighbourhood Instrument CRIS: ENI/2015/38127
<b>2. Zone benefiting from the action/location</b>	The Hashemite Kingdom of Jordan
<b>3. Programming document</b>	Single Support Framework for Jordan 2014-2017
<b>4. Sector of concentration/ thematic area</b>	Development of the private sector , Job Creation – Employment Trade Policy , Gender and Environmental Protection
<b>5. Amounts concerned</b>	Total estimated cost: EUR 45.7 million Total amount of EU budget contribution EUR 45 million, of which: - Budget Support for an amount of EUR 31 million - Complementary support for an amount of EUR 14 million Budget line: 21.030102 This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 700,000
<b>6. Aid modality(ies) and implementation modality(ies)</b>	Budget Support and Project Modality Direct management: - Budget Support (sector reform contract) - Procurement (services)

	- Grants - Call for proposal			
<b>7. DAC code(s)</b>	32130 - SME development			
<b>8. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main 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>9. Global Public Goods &amp; Challenges</b>	NA			

#### SUMMARY

The EU Support to the Private Sector Development in Jordan programme will contribute to Government efforts to strengthen the economic competitiveness of the private sector. It will seek to promote the development of innovative sectors and markets that are relevant in a green and low-carbon economy, notably education services, green technologies and creative industries, whilst also upgrading the competitiveness and sustainability of more traditional sectors.

EU support is aligned with Government strategy. The Government's new national strategy, set out in the forthcoming "Jordan 2025" (also known as the "2025 Economic Blueprint" and "Vision 2025"), as well as existing small-to-medium sized enterprise and employment strategies, emphasises private sector development (PSD) as the key driver of increased competitiveness, employment, inclusive growth and for strengthening the tax base and increasing exports. However, private companies in Jordan face significant external growth constraints. These include enabling environment constraints such as price controls, hiring restrictions and arduous and non-transparent public inspection procedures, as well as incentive structures that are misaligned with policy objectives. Internally, many Small and Medium Enterprises (SMEs) have weak technical and managerial skills, and lack access to finance to support growth.

The EU programme will focus on systemic changes as opposed to direct delivery of assistance to enterprises. In doing so it will take a twin track approach: on one side it will support the Government to improve the enabling environment and incentive

reforms as set in the Jordan 2025; on the other side it will facilitate increased investment and competitiveness at the enterprise level through enterprise capacity building and through promoting quality investment – both domestic and international. Sustainability will be achieved by focusing on systemic change. Gender, youth and regional disparities in access to economic opportunity will be mainstreamed throughout the programme.

A combined implementation modality is proposed. This will involve budget support in the form of a Sector Reform Contract to facilitate implementation of those elements of Jordan 2025, which relate to the enabling environment, while using project modalities where direct support for capacity building in the private sector or a public agency is required to enhance investment and competition.

## **1 CONTEXT**

### **1.1 Sector/Country/Regional context/Thematic area**

Jordan is currently facing difficult economic and social challenges. A series of external shocks, which include the international financial crisis and regional insecurity, have led to unsustainable balance of payments and fiscal deficits. Growth rates have declined markedly and unemployment rates are high. Jordan's official youth unemployment rate hovers around 30% (22% for males and 40% for females), while 85% of Jordanian women (in all age groups) are not participating in the labour force. The lack of economic opportunities for youth and regional inequalities within Jordan, are a major threat to social cohesion. Combined with the high influx of refugees the situation is even more challenging.

#### *1.1.1 Public Policy Assessment and EU Policy Framework*

Government policy places PSD at the core of its strategy to address current economic and social tensions. These policies and strategies are articulated in three key documents: (i) the national development strategy, Jordan 2025 (ii) the National Entrepreneurship and SME Growth Strategy, published in 2014, and (iii) the National Employment Strategy, also published in 2014. The policies, strategies and priority activities set out in these documents are credible and relevant, and have conditioned the approach to identification and formulation of the EU support programme.

Jordan 2025 is a vision for ten-year economic blueprint, which His Majesty King Abdullah II directed the Government to draw up in 2014. The Jordan 2025 identifies three major priorities: (i) addressing currently high levels of unemployment, particularly for women and youth, (ii) reducing poverty, which is concentrated in disadvantaged regions and (iii) increasing investment. Poverty and regional development for social and regional cohesion is a key theme of the Jordan 2025, and associated promotion of traditional and non-traditional business growth outside of Amman is identified as a priority, along with attracting inward investors located in the regions. It identifies a series of high value sectors such as ICT, business services, and medical tourism that have the potential to attract investment and create quality jobs and sets out broad public policy and investment priorities to support sectoral growth.

The SME and employment strategies are aligned with the Jordan 2025. The SME strategy emphasises the important role that micro and small companies in Jordan must play in creating new jobs and generating increased per capita incomes,

particularly for women and youth. The employment strategy also focuses on employment generation for youth and women, and comprises four main elements: (i) on the demand side, enabling the private sector to move up the value chain to increase value added, to increase productivity and expand its ability to export products and services; (ii) on the supply side, to graduate a skilled and motivated labour force armed with employable skills and technical knowhow as demanded by the labour market; (iii) enhance the ability of the government to carry out strategic planning and policy implementation, monitoring and evaluation and labour market information systems and (iv) establish a level playing field in terms of social protection regardless of whether workers are in the public or private sectors.

While public policy statements with respect to PSD are sound, many stakeholders are sceptical of whether the Government will effectively implement these policies. The Government's track record on implementation of previous strategies is mixed, reflected in a worsening of Jordan's competitiveness rankings. Implementation has stalled because staffing levels within key institutions, such as the Implementation Unit in the Office of the Prime Minister (OPM), and Ministry of Public Sector Reform, are light given their critical roles, and because systems for implementation monitoring and management need more development. Weaknesses at the monitoring and evaluation level hinder effective tracking of implementation progress and stifle early action to either bring strategy implementation back on track or taking of remedial action where strategy implementation is not delivering intended outcomes. They limit the effectiveness of efforts to create and enforce accountability. In addition, Government institutions do not have a strong record in carrying out effective public private dialogue as a guide to informing reform priorities and design. Improved mechanisms for linking strategic priorities to the key constraints being voiced by the private sector will need to be created.

### 1.1.2 *Stakeholder analysis*

#### General observations

Both the private and public sectors are key stakeholders in this programme: the private sector, as the overall objective is to increase private sector employment and incomes, and the public sector, as government sets the regulatory environment and has a strong interest in a thriving private sector which is able to generate employment, exports and growth, and pay taxes.

Overall, Jordan's private sector is defined by a small number of large firms, and a large number of very small ones, with relatively few medium-sized companies which could act as a conduit between the two extremes. Economic activity in Gross Domestic Product (GDP) terms is dominated by large firms: although enterprises employing fewer than 10 people make up more than 90% of all registered companies, they contribute only 47% of Gross National Product. Large firms are generally well connected with political decision-makers; for example, many former state companies which have been privatised still have large numbers of government officials amongst their leadership. Overtime these large companies have successfully lobbied to create an incentive framework (tax and other financial incentives, input price regimes etc.) that reflects their own interests, and which is not generally in line with the interests of emerging innovative small businesses that operate in non-traditional sectors.

Jordan's public sector has a number of overall characteristics relevant to its capacity to support PSD. First, geopolitical threats mean that government often has other



priorities, such as security. Second, clear policy implementation has been hampered by the high turnover amongst ministers. Third, the systems and processes of government are cumbersome. Fourth, personal networks often determine influence within the public sector, and the decision-making process is not always transparent.

#### Final beneficiaries

*SMEs* will be a key beneficiary group. SMEs' contribution to economic growth is still inadequate in terms of productivity and capacity to access business opportunities. One reason lies in the lack of appropriate business skills: most SMEs do not have the capacity to produce business plans or financial documents that are needed by banks or equity investors.<sup>1</sup> However, it is important disaggregate SMEs, as they face different challenges. For example, in high growth, high value-added sectors, such as ICT, enterprise owners are generally ambitious and innovative, possess excellent technical skills, but often lack higher value-added business management skills. In more traditional sectors, for example services, light manufacturing and agriculture, companies are often formed out of necessity, thus lack more generic skills (see section 3.1.4 for more details). In general, SMEs have limited capacity to exports, and those which do, direct their product to the Gulf Cooperation Council markets (50 per cent of total exports).

*Jobseekers and current employees* are important beneficiaries. By working with SMEs, this programme aims to increase the number of jobs available. However, it will also be important to ensure that job seekers have the skills and attitudes necessary to be employable. It is recognised that a mismatch between the skills taught in schools and those necessary to succeed in the labour market has been an important impediment to job creation.

The issues faced by jobseekers generally are magnified for key marginalised groups. Unemployment is a particular problem for young people: according to World Bank figures, a third (34% in 2013) of Jordan's 15-24 year olds are unemployed, compared to around 12-14% in the general population. Women face particular disadvantages in the labour market (see section 3.3). Women are often educated as well as their male counterparts, yet feature much less prominently in the general workforce. Research suggests that this is because women are usually educated and seek work near to where their families live. This barrier can be ameliorated through promoting more even access to job opportunity across the country.

*Entrepreneurs*: It will also be important to improve the environment for those wishing to establish new companies. The Global Entrepreneurship Monitor results for Jordan show that the number of Jordanians perceiving entrepreneurship as a good career choice is the third lowest among Middle East and North Africa (MENA) countries. Jordan ranks fifth among MENA countries on the perception that successful entrepreneurs have high status and respect in the country.

*Business service providers*: Jordan has a generally strong business services sector with a large number of private companies providing management and technical training services.

#### Direct beneficiaries

Key stakeholder groups include:

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<sup>1</sup> USAID Jordan, *Competitiveness Programme RFP*, 11 December 2011, p 30.

a. *Government departments*: There are a number of entities to consider as implementing partners:

- (i) The Prime Minister's Delivery Unit has a remit to ensure that ministers across government deliver on commitments, including those under Jordan 2025. This level and breadth of access therefore makes this unit important as a partner for this programme. However, there is a need to address the capacity issues of a team which is too small to deliver on its remit. Furthermore there is a need to increase the incentives and levers available to the Unit to influence under-performing departments, which are currently weak.
- (ii) The Jordanian Enterprise Development Corporation (JEDCO) was established with a clear mandate to develop Micro, Small and Medium Enterprises (MSMEs). It has a responsibility under the National Entrepreneurship and SME Growth Strategy. It is currently also responsible for the management of the Governorate Development Fund, an initiative launched by the King Abdullah II.
- (iii) JEDCO has recently gone through a strategic review, which has proposed a re-organisation/re-orientation of the institution, soon to be discussed and endorsed by its Management Board. If these new orientations are able to provide efficient and effective measures and process to support MSMEs, JEDCO could regain trust from its clients and re-position itself as the institution for the development of private sector.

The newly-created Investment Commission has a mandate to attract investment into Jordan. The institution is still weak, re-grouping different governmental functions which before were the responsibility of other parts of the government, such as the free economic zone, or export promotion. Therefore the organisational structure needs to be streamlined, and appropriately-qualified staff needs to be recruited.

- (iv) The Ministry of Higher Education is engaged in addressing the challenges of the education system in relation to producing work-ready people with a skills profile that matches private sector needs. A Technical & Vocational Education and Training (TVET) Council operates under the Ministry of Labour but its mandate and level of activity is unclear. EU BS programme on skills development is supporting these areas.
- (v) The Ministry of Public Sector Development has cross cutting responsibilities for improving the effectiveness of service delivery by the public sector. The Ministry develops and implements system and procedures for the public sector to ensure efficient use of available public resources. This is achieved through working with Ministries to improve their organisational structures, mechanisms for service delivery, and encouraging innovation. The Ministry also manages capacity building for public sector staff.

b. *Business associations*: In Jordan there is a large number of business associations and business membership organisations (BMO), which could be highly effective as reform supporters. However, opinion in Jordan is mixed on their overall effectiveness. While BMOs argue that they represent their members' views to Government, they complain of having little impact as ministers do not take their

positions into full consideration. For their part, SMEs view these organisations as effectively part of government. However, a number of these organisations are more effective and could provide a useful focus for area-specific value-chain work, for example the Amman Chamber of Commerce, the Jordan Chamber of Industry and the Information Communications Technology Association.

- c. *Universities*: The university sector can play a key role in promoting private sector development, and some of them are already taking steps in this direction, demonstrating sufficient capacity. For example, the German-Jordanian University (GJU) runs a very successful programme of internships with German companies, while the Princess Sumaya University for Technology (PSUT) is implementing a very interesting programme which establishes and implements a joint Master Programme of Enterprise System Engineering. The Jordan University of Science and Technology (JUST) in Irbid operates a technology incubator, and the Jordan University in Amman operates an incubator for the agro-industry sector. Each of these institutions is generally well regarded.
- d. *Existing sector business support mechanisms*: Jordan boasts numerous current processes to help businesses to be established and to grow. For example, Oasis500 is an early stage and seed investment company which offers services such as entrepreneurship training, mentorship guidance, business incubation and additional follow-up investment and funding. Similarly, iPARK specialises in enabling and accelerating the growth of start-up companies through provision of incubation facilities, entrepreneurship programmes, and intellectual property services. The park currently incubates around 20 firms, and is co-located with the Higher Council for Science and Technology. Both Oasis500 and iPARK are highly regarded by private sector stakeholders.

During the identification and formulation phase of the proposed EU Private Sector Development programme, all the above mentioned stakeholders were extensively consulted with a two-fold goal: to take stock of their views on the feasibility of the programme and their interest in taking part in it; and to clarify their institutional and technical capacity to effectively participate in it. The results of these consultations have been imbedded in the design of the programme.

### 1.1.3 *Priority areas for support/problem analysis*

#### 1.1.3.1 Institutional capacity of government and other institutions to implement strategy

A review of national strategies produced by the Government of Jordan, including the National Agenda 2015, identifies that while these strategies are sound, (i) they are often not implemented and (ii) do not have the intended impact. This view is endorsed by senior Government officials, private companies, financial intermediaries and business associations, and it is evidenced both by the worsening of Jordan's competitive position outlined below, and high levels of unemployment and regional disparity. These weaknesses in strategy implementation are a result of a number of factors, including: (i) political economy considerations, which support the continuation of the status quo, (ii) limitations in the capacity of oversight institutions such as the Strategy Implementation Unit in the OPM and the Ministry of Public Sector Reform, and (iii) limitations in the capacity of implementing line Ministries.

In order to address this problem, the capacity of the Implementation Unit in the OPM needs to be strengthened. Increased capacity is required to translate strategies into a series of priority actions and to assign specific responsibilities and accountability for

implementation; new oversight systems need to be developed which facilitate monitoring and evaluation of both implementation and impact; and increased capacity is required to introduce innovation in implementation in line ministries.

By embedding increased capacity in central institutions with a clear commitment to implementing reform, such as the OPM, assigning clear accountability for implementation, enabling monitoring and evaluation systems, and introducing innovation in public services, many of the political economy problems encountered by other donor programmes can be addressed. Where other donors have worked on ad hoc elements of strategy with implementing line ministries there has been no alignment with national strategy, no central oversight, and therefore a lack of accountability and ownership among implementing partners.

#### 1.1.3.2 Deteriorating enabling environment

Overall, the quality of the business enabling environment in Jordan has deteriorated significantly in recent years. This is clearly shown on international indices. The World Bank Doing Business ranking for Jordan has deteriorated from 96 out of 189 countries studied in 2012 to 117 in 2015. The Open Market Index, Enabling Trade Index, and A.T. Kearney Global Services Location Index show similar deterioration.

Business managers highlight onerous, non-transparent and time-consuming inspection procedures as a hindrance to the effective operation of their businesses. These include multiple inspections related to employment and environmental standards, and inspections targeted to technical issues in specific industries, such as pharmaceuticals and medical services. Managers report that regulatory documentation is often unclear and open to wide interpretation, leading to regular and time-consuming disputes. Many firms and potential investors perceive the implementation of business regulations as uncertain and unequal, deterring investment.

The web of taxes, tax and other financial concessions, investment incentives, differential tariffs and subsidies creates an overall incentive structure which is out of line with the PSD priorities set out in Jordan 2025. For example, restrictions on hiring skilled labour from overseas negatively impact on the competitiveness of the medical services and ICT sectors that are identified as key growth sectors in Jordan 2025. Tariff structures incentivise the importation of final goods rather than the importation of components and local assembly. Tax exemptions incentivise investments in the real estate sector, which has not consistently produced jobs for Jordanians. The World Bank has identified the need for rationalisation of the fiscal framework in line with national growth strategy, but little progress has been made in this regard to date.

#### 1.1.3.3 Access to finance and business services

As noted, MSMEs employing less than 10 workers represent over 90% of all registered companies and account for 47% of employment in the private sector. However, also due to the crowding out by Government borrowing, only 10% of commercial banks' portfolio is dedicated to SMEs, and less than 30% of micro and small enterprises have access to finance.<sup>2</sup> Stakeholder interviews reveal that both supply and demand side market failures constrain access to finance for MSMEs. On

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<sup>2</sup> European Investment Bank Country Strategy for Jordan, 2013.

the supply side, there is no active credit bureau to facilitate credit checks, and banks lack the internal capacity in terms of staff skills, risk management systems, products and internal governance required to establish profitable SME lending businesses. On the demand side, the shortage of bankable projects and poor financial readiness of potential borrowers are major constraints. Some MSMEs refrain from applying for bank loans due to an aversion to interest-based borrowing.

#### 1.1.3.4 Weak entrepreneurial culture

Leading entrepreneurs and venture financiers regard the weak entrepreneurial culture in Jordan as an impediment to SME development. The Global Entrepreneurship Monitor results for Jordan show that the number of Jordanians perceiving entrepreneurship as a good career choice is the third lowest among MENA countries. Jordan ranks fifth among MENA countries on the perception that successful entrepreneurs have high status and respect in the country. The fear of failure is also high in Jordan.<sup>3</sup> Annex 1 gives an overview of Jordan's performance on entrepreneurial culture indices.

#### 1.1.3.5 Lack of technical and management skills

The majority of Jordan's MSMEs operate in traditional sectors, such as retail, catering, hospitality, maintenance, primary processing and light manufacturing. Companies are often started out of necessity rather than through a sense of entrepreneurship, and their owners have limited ambition for growth. Levels of productivity and innovation are extremely low. This reflects the fact that the majority of enterprises in this category lack basic management skills such as business planning, financial management, and sales and marketing. They also lack the technical skills that are required for product development.

The fact that many MSMEs are necessity-driven and lack growth ambition leads to consider that measures to increase productivity in this sector will have an impact on per capita incomes and help to reduce poverty. This is particularly the case as many are based in disadvantaged regions. However, such measures are unlikely to have a major impact on employment levels.

Companies in the high growth high value sectors such as ICT and medical services identify a different set of skills constraints. Companies in these sectors identify access to high level/specialised management and technical skills, along with access to growth finance, as critically binding. These companies are faced with specific management challenges that arise as a result of the complexity of the business models that operate in the sectors, problems that arise in managing rapid growth, branding and sales, and marketing in the regional and international markets which these sectors target.

#### 1.1.3.6 Challenges affecting women's entrepreneurship

The participation of women in entrepreneurial activity is extremely low in Jordan. This is influenced by both (i) issues around access to resources, and (ii) cultural traditions and societal attitudes about women's role in economic activity. Getting women into the workforce requires a special focus on the training and upgrading of women's vocational and entrepreneurial skills, in addition to facilitating their access to finance. However, even when in business, many women operate home-based

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<sup>3</sup> As reported in the National Entrepreneurship and MSME Development Strategy Document.

enterprises in traditional sectors that have limited growth potential, and often operate on an informal basis. There is substantial evidence that women have smaller businesses than men. There are a number of reasons for this, one being that women are less likely to own property that they can use as collateral for bank loans to finance their business operations; only 10.4% of women own real estate and only 2.7% of women are agricultural land-owners. As well, Jordanian women have less confidence in their ability to start a business, and a higher fear of failure than Jordanian men, and are less likely to have previous business and management experience, access to information and established business networks, and cultural support for starting and developing a business.

On the other hand, women-owned enterprises appear to be much more likely than male-owned enterprises to employ other women, making them an important vehicle for absorbing more women into the labour market. Women entrepreneurs employ 1.84 female employees for every male employee (about two-thirds of their employees are female), while male-owned enterprises have 3.11 males for every female employed (only about 27% of their employees are female).

## **1.2 Other areas of assessment**

### *1.2.1 Fundamental values*

Jordan has ratified the 6 major international conventions related to protection of human rights. However, Jordan has not ratified some optional protocols, inter alia the Optional Protocol to the Convention against Torture (OPCAT), the 1<sup>st</sup> and 2<sup>nd</sup> Optional Protocols of the International Covenant on Civil and Political Rights (ICCPR), the ILO convention No 87, No 169, No 189, and the conventions on refugees and stateless persons. Jordan expressed reservations on a few articles of the UN Convention on Elimination of All Forms of Discrimination against Women (CEDAW) and on the Convention of the Right of the Child. Jordan is the only country in the region that has offered a standing invitation to all UN Special Rapporteurs. Yet, the Committee on the Right of the Child (CRC) has underlined important weaknesses in terms of legislation, institutions and allocation of resources that prevent the state from implementing the Convention.

The year 2014 was marked by increased tensions and instability in the region (in particular Syria and Iraq), which impacted overall on the political dynamics in Jordan, with security considerations becoming paramount in the leadership's decision-making. As a consequence, the pace of political and governance reforms slowed down in 2014 and space for political activists, civil society and opposition seems to have shrunk.

The deteriorated security environment and increased radicalisation in the region led Jordan also to intensify its call for 'religious moderation' and inter-faith dialogue. In this context Pope Francis visited Jordan as part of a regional tour. The King actively pursued the traditional Jordanian policy of religious moderation, also to counter religious extremism in the region.

A number of important laws were passed in 2014 and the Government of Jordan has committed itself in the follow up of the Universal Periodic Review (UPR) to adopt a new human rights strategy and created several committees to further evaluate and assess the different recommendations issued during the exercise. The amendments to the Anti-Terrorism Law and the December executions of 13 death-row inmates are undoubtedly worrying developments.

In 2014, Jordan acted upon some key recommendations contained in last year's European Neighbourhood Policy (ENP) progress report, most notably by strengthening the impartiality of the judiciary through the new judicial independence law, and through measures for the legal implementation of the Anti-Corruption Strategy. Other key recommendations made previously remain however valid. In line with the commitments agreed in the ENP Action Plan, Jordan should pursue the reforms process and enforce the laws adopted without following a strategy of selective implementation.

### 1.2.2 *Macroeconomic policy*

The Government of Jordan has demonstrated commitment to the macroeconomic policy targets agreed with the International Monetary Fund (IMF) under the Stand – By Arrangement (SBA) in 2012. This is confirmed by the most recent IMF Staff Report of April 2015 for the 6<sup>th</sup> review of the SBA. It concluded that the authorities have been implementing strong macroeconomic policies to reduce external and fiscal imbalances, despite the adverse external environment.

Due to the untenable deteriorating fiscal deficit, debt and foreign reserves position experienced since 2012, the government has adopted certain measures towards fiscal and monetary stability, including reversing the decision to freeze fuel and energy price rises to consumers imposed during the Arab Spring in 2011 that resulted in significant subsidies.

As a result of the large growth in public revenues in 2014, the central government budget deficit (including grants) fell sharply by 55.6% to reach JOD 585.3 million or about of 2.3% GDP for 2014 compared to 5.5% of GDP in 2013. When excluding the large value of grants received in 2014, the budget declined by 6.9% from its value in 2013, to reach JOD 1,822 million or 7.1% of estimated GDP for 2014 compared to 8.2% of GDP for 2013<sup>4</sup>. Despite the improvement in public finances was largely the result of a higher value of grants, domestic public finances also improved. The Government introduced in 2014 a package of measures to increase revenues based on the increase of excises and fees and did not disburse the last cash compensation<sup>5</sup> payment foreseen in 2014 since the international oil price went well below the USD 100 per barrel.

The authorities have tried to contain expenditures but have to face large debt service payments and an instable environment, which have limited the extent of actions on the expenditure side.

In early 2015, the Parliament approved an increase of the electricity tariff of 7.5%, half the increase initially proposed by the Government. The increase in the electricity tariff is framed in the cost-recovery strategy for the National Electric Power Company (NEPCO).

The 2015 General Budget foresees additional revenue raising measures aimed at reducing the central government deficit to around 1.7% of GDP in 2015. The mounting debt is a key concern, in particular the mounting debt due to NEPCO's losses. However the latest IMF mission of February-March 2015 for the 6<sup>th</sup> review considered the debt situation sustainable. Other concerns that have been expressed by

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<sup>4</sup> *Monthly Report – March 2015*. Central Bank of Jordan.

<sup>5</sup> A cash compensation mechanism was put in place in end 2012 as a balancing measure to low income families, and disbursement of that assistance will take place as long as the price of oil remains above USD 100 per barrel.

the IMF in their missions include the possible negative impact of the neighbouring conflicts on trade performance -as important routes and markets are affected by the neighbouring conflicts- and on investment, as well as, the heavier dependency on foreign assistance and an increase in domestic borrowing.

The monetary stance remains a strong point and appropriate according to the IMF. Safeguarding the exchange rate peg remains the lynchpin for the maintenance of financial stability. The peg of the Jordanian dinar to the US dollar has anchored inflation expectations and provided a measure of fiscal stability. Nonetheless, by the middle of 2012, foreign currency reserves had reached their lowest level since the mid-1990s, dropping to JOD 4.78 billion (3.8 months of imports). However, reserves have increased in 2014 and are again above a healthy level according to the IMF, covering over 7 months of imports (March 2015). Maintaining the reserves and keeping them at a comfortable level will be instrumental in reinstating investor confidence and maintaining confidence in the local currency. Both are essential for boosting economic stability and growth.

The Jordanian economy is vulnerable to external shocks, which have had a negative impact on the performance of all key macroeconomic aggregates during the past years. However, as evidenced by the recent agreement with the IMF to approve the release of the sixth tranche of Jordan's SBA, the Jordanian economy remains resilient despite the external challenges. The conflicts in Syria and Iraq continue to weigh on its economy, but activity is gradually picking up. Growth rate rose to 3.1% in 2014 and is expected to reach around 3.8% in 2015<sup>6</sup>. Unemployment fell from 12.6% in 2013 to 11.9% in 2014 and inflation declined to 2.8% year on year at the end 2014. The current account deficit continues to narrow and is estimated at 7.6% of GDP for 2015 (including grants)<sup>7</sup>. Although Jordan remains vulnerable to further external shocks, the macroeconomic framework has been successfully managed.

Overall, there is a credible and stability oriented macro-economic policy in place.

### 1.2.3 *Public Financial Management (PFM)*

Jordan continues to fulfil the public financial management reform eligibility criterion for budget support. Based on the analysis presented in the EU latest PFM Report (November 2014), it is apparent that Jordan pursues a credible and relevant programme to improve public financial management. Implementation of the programme - *Comprehensive Reform Strategy of PFM 2014-2017*- to improve and reform public finance management is positive with several reforms already completed or well advanced in their implementation with donor support, including the EU. EU new Public Finance/Public Administration Reform budget support programme was put in place in October 2014. In terms of achieving medium term budgetary outcomes Jordan continued to be on-track with the IMF Stand-By Arrangement and is in the process of adopting some important directions of change to improve budgetary outcomes.

### 1.2.4 *Transparency and oversight of the budget*

The government of Jordan continues to make significant strides in improving financial information transparency and oversight. As per the EU Budget Support Guidelines of September 2012, the entry point for the fourth eligibility criteria –

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<sup>6</sup> IMF Country Report No. 15/115. May 2015. International Monetary Fund.

<sup>7</sup> *Ibid.*



transparency and oversight of the budget – has been met by the Government of the Hashemite Kingdom of Jordan, going well beyond the eligibility criteria as regards improving transparency and oversight significantly.

Key budget documents are produced and made available and accessible to the public. The general budget is made public on the Internet in its draft form prior to submission to the Parliament and also once approved by Parliament. The budget speeches were published on the newspapers and published on the Internet. Monthly budget execution reports are published on the internet prepared by the Ministry of Finance, even if sometimes with 2-3 months delay, particularly in the beginning of the year period. Preliminary figures are also published on the Internet by the Ministry of Finance a few days after month's end. The Audit Bureau's annual report is also now made publicly available on the Internet. The timeliness of this release has improved significantly. Remaining weaknesses will continue to be addressed as more data becomes available through the completed Government Financial Information Management System (GFMS).

## 2 RISKS AND ASSUMPTIONS

As per the Risk Management Framework updated in February 2015, the overall average risk levels remain moderate, and somewhat stabilised from the previous assessment. Some external ones have been mitigated since the previous assessment e.g. with high level of foreign reserves. Specific areas of substantial risks prevail. Some are internal ones to Jordan which could be influenced through consistent political and policy dialogue, well targeted assistance and using efficiently all the tools EU has at its disposal. Public policy management in Jordan is overall poorly performing. Policy design suffers from (i) weak adherence to a comprehensive reform plan (ii) a general public perception that past policies have failed – which implies a poor selection of policies (and /or weak implementation); (iii) the limited consultation in the policy design process. Policy implementation is further constrained by (i) blurred ministerial mandates and insufficient coordination among ministries; (ii) frequent changes in government and ministerial leadership (iii) discretion in implementation (iv) to some extent weak technical capacity.

However, the Jordan 2025 is seen as a mean to address most of the indicated challenges. The vision provides a long term vision, which aims to provide long term goals to be maintained before Ministers' agenda, and a strong implementation mechanism, handled by the Prime Minister's Office.

The risks closely related to the implementation of the proposed programme are hereby included.

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
Constant changes in senior line ministry staffing will constrain progress in strategy implementation.	High	Clear mandate under Jordan 2025 for overseeing the implementation by OPM Delivery Unit to ensure continuity and accountability for implementation. Reinforcement of staffing of the OPM Delivery Unit by the Government.
Differing interests in Ministries result in slow pace of strategy implementation.		

		Embed TA support for implementation in OPM.
<b>Assumptions</b>		
It is assumed that, at the highest level, Government is committed to implementing the Jordan 2025 strategy, which aims to be a document to provide direction beyond Ministers' political agenda		
Increased regional insecurity limits Jordan's potential to attract Foreign Direct Investment. Internal security in disadvantaged regions deteriorates.	Medium	Monitor regional security situation. Multi-component actions allows for resources to be reallocated to other components
<b>Assumptions</b>		
FDI into Jordan is driven by regional market access considerations giving Jordan an advantage as a regional hub (if situation in the region deteriorates and Jordan still remains stable). Other key Middle Eastern/Gulf markets remain accessible. Current programmes to increase employment opportunities in Jordan's disadvantaged regions will prevent insecurity.		
Private sector too risk averse to participate in linkage interventions	Low	Cost sharing based technical assistance (TA) intended to reduce risks, and risk shares can be adjusted
<b>Assumptions</b>		
Large companies are keen to establish linkages with small firms for procurement. Viable local suppliers actually reduce costs and risks		
Technical Assistance (TA) for skills development monopolised by connected firms.	Low	Establishment of competitive allocation mechanisms with clear eligibility and appraisal criteria for TA support. Establishment of Management Board comprising diverse stakeholders including respected private sector entrepreneurs and relevant NGOs
<b>Assumptions</b>		
By establishing clear and transparent allocation systems and appraisal criteria based on development goals, resources can be allocated to companies which have a wider development impact.		

### 3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

#### 3.1 Lessons learnt

A review of the performance of donor programmes focused on PSD in Jordan, carried out for this programme, highlights a number of key lessons. These have been incorporated into the identification and formulation of the EU support programme.

### *3.1.1 The need for a dual approach*

The analysis of other donor PSD programmes in Jordan has stressed the need of a dual approach to PSD, based on bottom up measures to support capacity building and access to services for companies, and top down reforms targeting the enabling environment for private enterprise.

This is based on the two observations. First, enterprises in Jordan are constrained by internal weaknesses such as technical and management skills, which undermine their productivity and competitiveness. Second, while it is possible to address these constraints through bottom up capacity building programmes that do not involve government, enterprise competitiveness is also constrained by enabling environment issues that are beyond the control of individual enterprises. These include, for example, price controls, employment legislation, arduous inspection procedures, and segmented utility pricing. In order to establish a fully competitive private sector, both internal and external constraints must be addressed, requiring a dual approach.

This lesson has been specifically incorporated into the EU support programme, which includes both enabling environment components at highest possible level and components which will support improvements in enterprise capacity. Further additionality is expected to be achieved as a result of the complementarity of these components. While working at the enterprise level, lessons will be learned about the binding enabling environment constraints, which can then be prioritised in the top down components working to identify and implement strategic priorities. Similarly, e.g. efforts to improve the internal capacity and systems of the Investment Commission cannot be fully effective without changes in those policies, laws and regulations that negatively impact on private investment decisions.

### *3.1.2 Incorporating and Addressing Political Economy Analysis*

In practice, bottom up programme components have performed much better than top down components. Both International Finance Corporation (IFC/WB) and the UK's Department for International Development (DFID) programme reviews underlined the importance of political economy analysis and aligning targeted reforms with national strategy in order to be successful. This has been reflected in the design of the EU programme.

Based on the findings and recommendations, the top down intervention concepts developed in the scoping study for this programme incorporate: (i) the prioritisation of enabling environment reforms in line with the Jordan 2025; (ii) support for joining up the priorities of line Ministries and other institutions responsible for implementation with those of high level institutions responsible for overall implementation of the Jordan 2025; (iii) measures to facilitate effective monitoring of strategy implementation within high level government institutions invested in its success; (iv) support for the development of a results-oriented management system that facilitates early identification of underperformance and the development of measures to bring the strategy back on track; and (v) a clear assessment of those wider political economy factors which led to the problems in the enabling environment and which impact on the feasibility of reform.

### *3.1.3 Effective Sequencing of Programme Activities*

Lessons from other programmes demonstrate the importance of effective sequencing of intervention activities in order to ensure that programme outcomes and impact are

delivered. Careful attention has been paid to sequencing of the EU programme, and specifically the sequencing of capacity building and enabling environment reform.

#### *3.1.4 Differentiation*

The private sector in Jordan is highly differentiated, and different categories of private companies face different constraints. Differentiation exists in terms of: company size, i.e. between large, medium, small, and micro enterprises; sector, i.e. companies in the medical services sector face different constraints to those in Information and Communication Technologies (ICT); market focus, i.e. companies targeting the domestic market face different constraints to those targeting export markets; levels of innovation, i.e. companies working in the ICT sector are generally ambitious and innovative, and face very different constraints to those operating in traditional service sectors such as retail. Larger companies are often better linked into relevant networks of power and influence, and are therefore better placed than smaller ones to overcome challenges they face.

Lessons from other programmes have demonstrated the importance of clearly disaggregating the private sector and designing interventions specifically identifying and targeting the needs of different categories of companies. Recognising high levels of differentiation, the EU support programme is focused on those enterprise categories that have the most potential to promote inclusive growth in Jordan, and are designed to address the specific constraints faced by the companies in each category through systemic changes in the provision of appropriate services for each category of enterprise.

#### *3.1.5 Choice of partners and intermediaries*

The Evaluation of EU Support for PSD Carried out in Third Countries, published by the Commission in 2013, reviewed experience in implementing PSD programmes across 10 countries, including Jordan. It noted that a global approach of delivering aid for the private sector through the public sector entailed missed opportunities in selecting the best implementation partners - EU standard rules and procedures also lacked flexibility and agility to adjust to private sector players and dynamics. Past programme implementation in Jordan has shown these challenges and resulted in burdensome implementation modalities with fewer possibilities to target final beneficiaries. This lesson is reflected in the current programme, which identifies a series of alternative intermediary options to delivering the programme through government.

#### *3.1.6 Utilising EU Experience*

A further lesson drawn from the above evaluation also noted that the EU could do more to leverage specific European expertise in its private sector into its PSD programmes. This lesson is also reflected in the EU's Agenda for Change, and stressed in the Country Evaluation for Jordan, which argues that EU support to Middle Income countries like Jordan should focus on private investment, collaboration between research and innovation bodies and trade, rather than grant based aid.

### **3.2 Complementarity, synergy and donor coordination**

A comprehensive review of other donor initiatives in the PSD arena shows that they are mainly focused on addressing access to finance constraints, the mismatch between the skills base of the workforce and labour market needs, generic enterprise

capacity building and support for regional microenterprise development. There is limited absorptive capacity for any additional funding in these areas. Instead, the EU action should focus on binding constraints which are not addressed by other donors. These include strategy implementation, high-level skills, FDI attraction and impact and market linkages. The planned action is therefore complementary to the programmes being implemented by other donors. Addressing these constraints should also achieve systemic improvements, which would facilitate sustainability.

The proposed programme is complementary to two other EU budget supports which aims at improving the VET system and skills base, and promote energy efficiency in Jordan. While the two BS programmes focus inter alia, on setting the correct regulatory framework for the two sectors, the PSD programme will aim to develop the enterprises which will operate and provide goods and services for education and cleaner technologies.

### **3.3 Cross-cutting issues**

Key cross-cutting issues include gender and environment. As noted (section 1.1.2.2), women face particular challenges in the labour market. Unemployment rates for women are three times higher than for men, according to IFAD. The participation of women in the labour force in the Kingdom is only 22%, versus 87% for men. Married women are considerably less likely to participate in the labour force. Young and educated women, ready to join the labour force, face high levels of unemployment. Gender-related bias in the economic structure of employment adversely affects women's economic participation. Jordan's labour market is highly segmented, and the limited opportunities that do exist for women are clustered in the civil service, and in particular within the health and education sectors. These sectors have not experienced a high job creation rate in past decades, and consequently women have benefitted little from economic growth. Barriers to economic participation start with women's training and education and are negatively impacted by low economic incentives. There remains a clear disconnect between the skills and education women acquire, and those demanded by employers, particularly in the private sector. Pre-school care is costly, domestic helpers are expensive, and public transportation does not exist, combined with a minimum wage of JOD 190 (USD 270 a month). Women often feel that it is more economically viable to stay at home.

Jordan's principal environmental problems are insufficient water resources, soil erosion caused by overgrazing of goats and sheep, and deforestation. Water pollution is an important issue in Jordan. Jordan has 0.7 cubic km of renewable water resources with 75% used for farming activity and 3% used for industrial purposes. This represents one of the lowest levels of per capita water availability in the world, and although 100% of city dwellers and 84% of rural people have pure water, it is expected that the rate of population growth will place more demands on an already inadequate water supply. Current sources of pollution are sewage, herbicides, and pesticides. Jordan's cities produce an average of 1.2 million tons of solid waste per year. There is considerable scope for promoting increased private sector investment in renewable energy, water treatment and waste management.

All of the proposed interventions will include specific activities to address both gender and environmental concerns. There is significant scope in Jordan to promote investment in renewable energy, waste management and sustainable water supplies, and to develop specific financial and business support services targeted at women. In addition, environmental and gender considerations will be incorporated into both the

eligibility and appraisal criteria for proposals from companies for technical assistance (TA) support.

## 4 DESCRIPTION OF THE ACTION

### 4.1 Objectives/results

The **overall objective** of the action is to increase incomes and employment, promote women and youth social economic inclusion, and facilitate economic development in disadvantaged regions.

The **specific objectives** are (i) to increase the productivity and competitiveness of MSMEs (ii) increased domestic and foreign investment and strengthened linkages between investment and the local economy.

The key outputs / **results** are (i) the effective implementation of government strategy and a positive enabling environment (ii) the development of training, education and business advisory service markets to address critical high-end skill gaps in sectors with significant PSD impact potential (iii) the adoption of improved technical and management practices by SMEs, and (iv) increased domestic and foreign investment.

### 4.2 Main activities

The activities are divided into two main components: (i) Component 1, which focuses on *the reform of the enabling business environment* and increasing the flow and impact of investment through a budget support programme and complementary TA, and (ii) Component 2, which focuses on *improving technical and management capacity* within SMEs using the project support modality.

The programme does not have the capacity to address all of the enabling environment and enterprise capacity constraints on private sector development in Jordan. Rather, each component addresses a subset of priority issues, identified on the basis of (i) the size of the opportunity i.e. the potential to bring about improvements in private sector productivity at scale, which will lead to increases in incomes and employment among the target beneficiaries, (ii) constraints identified by public and private sector stakeholders as priority binding constraints, and (iii) areas which avoid duplication with the efforts of other donors active in the private sector development space.

Component 1, "*Reform of the enabling business environment*", comprises two main activities:

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<b>Activity 1: Support for Strategy Alignment and Implementation</b>	<i>This intervention is aimed at addressing previous difficulties encountered in strategy implementation.</i>
	<i>Support will be provided to the Delivery Unit in the OPM to operationalise Jordan 2025 into priority actions, to establish a monitoring and evaluation system, to assist line Ministries in developing implementation programmes and to take remedial action when these are not having the intended outcomes<sup>8</sup>.</i>

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<sup>8</sup> Jordan 2025 will be translated into three 3-years executive development programmes, the first one to cover 2016-2018, where MOPIC is entrusted to coordinating this efforts which is being prepared though the 17 working groups (that were previously established to prepare the Jordan 2025), and this is a task

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**Activity 2: Improving the Effectiveness of FDI, including in disadvantaged regions** *This intervention is aimed at increasing FDI inflows and maximising their impact. It will also reduce regional disparities through identifying regional investment opportunities, to develop and implement regional investment promotion strategies, and coordinating local education and training programmes with investor needs.*

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Component 2, *"Improving technical and management capacity within SMEs"* comprises three main activities:

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**Activity 1: Value chain development** *Increasing pro poor participation in regional value chains in partnership with large companies. Emphasis on systemic change in service markets for sustainability of the intervention, driven by large company procurement needs. Focus on improving productivity, increased participation in higher value added activities, institutional developments to improve market access.*

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**Activity 2: Business linkages** *Core SMEs operating in traditional sectors for the domestic market operate at low productivity levels and have limited markets. The business linkages initiative will provide support for these SMEs to upgrade their operations in order to increase their access to procurement opportunities within large firms operating in Jordan. Support would be provided to local service providers to implement upgrading programmes.*

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**Activity 3: Technical Assistance Gateway for High level Management and Technical Skills** *A competitive and transparent mechanism through which companies in high value added sectors such as ICT and medical services can access high-level management and technical skills. Companies will be encouraged to partner with service providers in order to develop sustainable solutions to skills constraints.*

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The two components are designed to be mutually reinforcing; during the course of working with private companies to increase competitiveness and productivity in Component 2, information and knowledge will be gathered regarding the binding constraints on SMEs in key sectors. This information will be communicated to the Prime Minister Delivery Unit (PMDU), and will influence the key priorities addressed within national strategy (Component 1). Initially this flow of information will be driven through the provision of coordinated technical assistance, although

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that MOPIC used to lead in preparing for previous Plan. Line ministries are responsible for implementing projects/activities that fall under their mandate and report on progress. Jordan 2025 identified 400 key measures across 17 sectors. To ensure that recommendations/measures are successfully implemented, the monitoring and evaluation will be the responsibility of the Delivery Unit (attached to HE PM Office), where they will be following on the Jordan 2025 and prepare periodic reports on progress that will become public.

institutional mechanisms for collecting bottom up information to influence strategic priorities will be assessed and developed over the lifetime of the programme.

Component 1, "*Reform of the enabling environment*" will be implemented through budget support in the form of a Sector Reform Contract, which will provide financial resources for the implementation of those elements of Jordan 2025 pertaining to private sector development priorities. Budget support will be supplemented through complementary technical assistance to the PMDU and line ministries which will be necessary for detailed strategy implementation planning, staff training, the development of monitoring and evaluation systems, and to support the design and implementation of effective responses where the strategy is not delivering intended outcomes.

Component 2, "*Improving technical and management capacity within SMEs*" will utilise a project-based modality. The services of an implementing partner will be procured on a competitive basis to support the provision of technical assistance to target beneficiaries. The implementing partner will manage the operation of three support windows, each designed to address specific constraints among specific groups of target beneficiaries: (i) high level skills, in innovative and ambitious SMEs (ii) the upgrading needs of SMEs seeking to do business with larger companies, and (iii) technical, management and institutional weaknesses that limit the participation of target beneficiaries in key value chains.

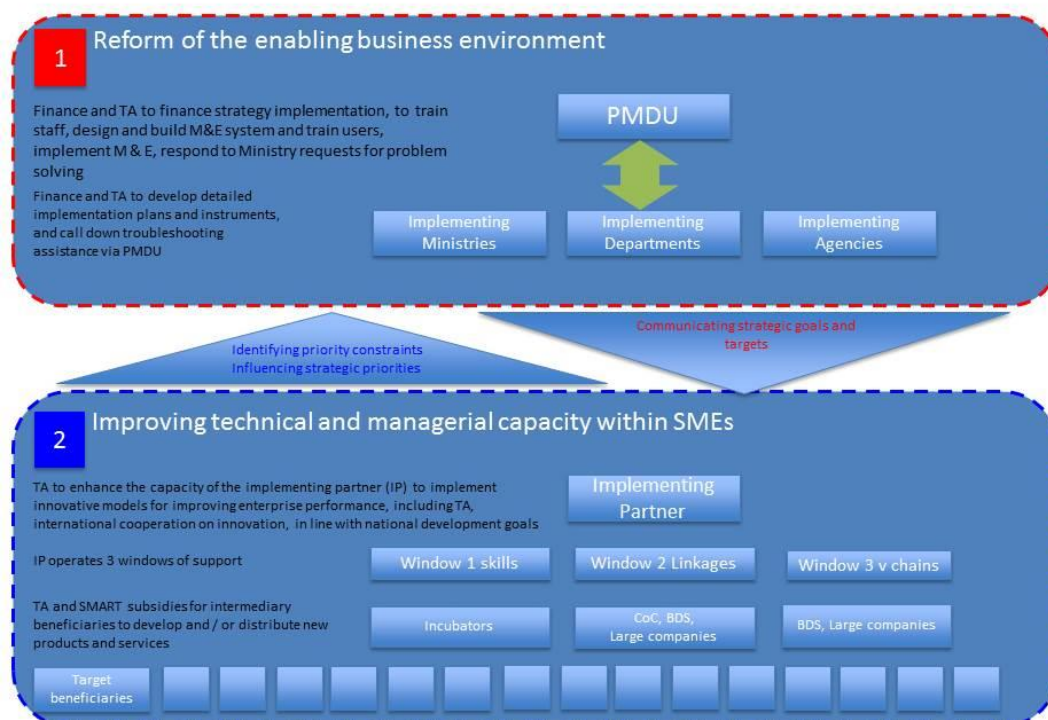
Support will not be provided directly by the implementing partner, but through various intermediary organisations such as large companies, business development service providers, training and education institutions and incubators. More detail is provided on implementation arrangements in Section 4.2.2 below.

Initially the support windows will focus on pilot industries such as ICT, the green economy, renewable energy and agriculture, and will be scaled up based on the lessons learned during pilot implementation.

In the diagram below, component activities are replaced by implementing institutions.



EU Support to the Private Sector Development in Jordan:  
Information flows between the two components



#### 4.2.1 Budget support

Budget support in the form of a Sector Reform Contract has been selected as the implementation modality for component 1 - **Reform of the enabling business environment**.

Therefore, the Sector Reform Contract will support part of the reforms included in the Vision 2025, which have been identified to be the most relevant and feasible in contributing to the achievement of the EU programme's goals: 'employment', 'trade and competitiveness', 'business climate' and 'small business'. Annual Targets will be designed to measure progress against the following initiatives:

1. Sector of Reform: *Employment*

- Support job creation across the Governorates;
- Ensuring that foreign workers complement Jordanian labour force.

Outcome: *Job Opportunities in the Governorates.*

2. Sector of Reform: *Business environment*

- Improving the quality of service provided to domestic and international companies in Jordan;
- Promote investment opportunities in Jordan internationally and increase local awareness around the benefits of FDI;
- Define a stable, clear and transparent legal framework underpinning investment in Jordan;
- Reducing the cost of doing business in Jordan;

- Strengthen the regulatory framework underpinning competitive local markets and high quality consumer protection safeguards.

Outcome:

- Enhanced, predictable and efficient regulatory environment;*
- Simplified and stable rules for domestic and foreign investors.*

3. Sector of Reform: *Small business*

- Enhance the capabilities of entrepreneurs by strengthening entrepreneurial and managerial skills.

Outcome: *Improved high level skills and technical capacity for SMEs.*

4.2.2 *Complementary support*

Budget support for the implementation of Jordan 2025 will be supported through a programme of complementary technical assistance.

4.2.2.1 TA for Component 1

The core institutions that will be responsible for implementing Jordan 2025 and that will be eligible to receive TA, are set out in the diagram below. TA to the core institutions will make sure that the M&E system foreseen by the Jordan 2025 is operationalised and effectively functioning. TA will be attached to the Prime Minister Delivery Unit (PMDU), and will : (i) facilitate the completion of technical tasks including the formulation of Executive Development Programmes, specify, design and build monitoring and evaluation systems, formulate innovations in strategy implementation and respond to emerging implementation problems, and (ii) support the recruitment process and training of key staff in the PMDU through on and formal training programmes and (iii) to the implementing partner of component two, to ensure that there are strong links and information flows between the two components of the programme.

The following table indicates the roles and responsibilities for each type of institution:

Institution	Roles and responsibilities
Prime Ministers Delivery Unit	<ul style="list-style-type: none"> <li>• Oversight and accountability</li> <li>• Operationalising Vision 2025 into Executive Plans</li> <li>• Managing the selection of priority projects</li> <li>• Implementation monitoring and evaluation</li> <li>• Flagging underperformance</li> <li>• Responding to requests for remedial support from implementing MDAs</li> </ul>
Sectoral Ministries	<ul style="list-style-type: none"> <li>• Implementation of Vision 2025</li> <li>• Developing detailed implementation plans</li> <li>• Budget coordination and planning</li> <li>• Development and implementation of M&amp;E plans</li> <li>• Reporting</li> <li>• Initial response to emerging implementation</li> </ul>

	<p>problems</p> <ul style="list-style-type: none"> <li>• Initiating requests for implementation assistance where required</li> </ul>
Ministry of Public Sector Reform	<ul style="list-style-type: none"> <li>• Dialogue with the private sector on service effectiveness and efficiency</li> <li>• Supporting performance improvements in public service delivery</li> </ul>
Higher Councils, inspectorates and other agencies	<ul style="list-style-type: none"> <li>• Facilitating connectedness between private sector needs and national policies and strategies e.g. education, science and technology</li> <li>• Monitoring implementation</li> <li>• Ensuring services respond to private sector needs</li> <li>• Addressing emerging problems in implementation</li> <li>• Initiating requests for implementation assistance where required</li> </ul>
EU Implementing Partner	<ul style="list-style-type: none"> <li>• Ensuring that there is a strong link between components one and two of the programme</li> </ul>

#### 4.2.2.2 Call for proposals for Component 2, project based approach

Beside the complementary support to the Budget Support programme, which has been describe above, the programme foresees the Component 2, "**Improving technical and management capacity within SMEs**", which will largely focuses on supporting improvements in enterprises' productivity through systemic change in service markets. This component will be delivered through project based approach for the following reasons:

- (i) Jordan has a limited track record of delivering on previous donors' PSD programmes. Shortcomings in governmental capacity would make it hard for Government to effectively deliver the kinds of micro level programmes that are required.
- (ii) Other priorities of the Government, such as security, may over time undermine a commitment to deliver capacity support to the private sector. Project support provides greater and more direct control over implementation.
- (iii) The programme should involve other actors likely to support private sector growth, such as educational institutions and Non-Governmental Organisations. A project-based approach would facilitate the participation of such actors.

The following principles and consideration on the expected results have conditioned the design of the project implementation arrangements for Component 2:

**A local project implementation partner:** Rather than establishing an external Project Management Unit, a local implementing partner with a mandate to facilitate development of the Jordanian private sector will be selected. In this way the programme will help to establish sustainable local capacity to design, implement, monitor and evaluate innovative programmes to support long-term private sector development.

**Facilitating systemic change:** The constraints to private sector development that have been identified arise as a result of various market failures. These market failures are both demand and supply side based. On the demand side, for example, a lack of knowledge among fast growing companies regarding key skill requirements, or among small enterprises regarding the potential for upgrading their products and services to meet the needs of large companies. On the supply side for example, difficulties in finding an appropriately skilled labour or a business development services equipped and accredited to international standard which provide effective upgrading services for SMEs.

The programme will not address these constraints through the direct provision of technical services to beneficiaries, which is not sustainable in the long term. Instead it will address the fundamental market failures that result in these constraints and in this way it will facilitate systemic change and long-term sustainability. The implication of this approach is that the programme must focus on intermediaries such as business development service providers, incubators, larger companies and training institutions; creating awareness and stimulating demand among potential users and ensuring that suppliers make the appropriate services available on a commercially viable basis.

**Competition for project resources:** The allocation of technical support through the programme will be undertaken on a competitive basis to ensure (i) fairness and transparency (ii) that resources are allocated to where they will have the biggest impact vis-à-vis programme objectives, and (iii) value for money. Competition requires the establishment of appropriate eligibility and appraisal criteria for the allocation of all resources.

**Multiple windows:** The programme is designed to address specific constraints between highly disaggregated categories of enterprises and programme beneficiaries. For this reason, a multiple window approach to design is required, with each window targeting specific constraints and beneficiaries. Three windows were identified: 1) High level skill and technical capacity, 2) Value Chain; and 3) Linkages.

**The local implementing partner** will be responsible for the following activities:

- Managing each of the three windows of the project based component;
- Publicity and communications;
- Assessments of requests for support against key eligibility and appraisal criteria;
- Certifying and registering potential intermediaries;
- Making recommendations to the Management Board on release of technical assistance support.

The project implementation partner will be selected on a competitive basis, according to specific eligibility and appraisal criteria. These include (i) entrepreneurial knowledge; (ii) a specific mandate; (iii) stakeholder support; (iv) internal capacity; and (v) administrative procedures that replicate private sector efficiency.

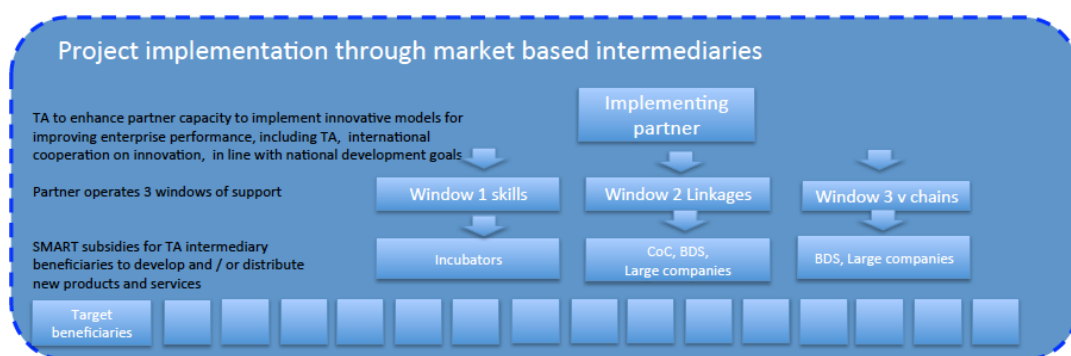
As mentioned by the new Commission communication on “A stronger role of the private sector in achieving inclusive and sustainable growth in developing

countries”<sup>9</sup> adopted in 2014, EU’s support for private sector development will be guided by a set of clear principles<sup>10</sup>. In the case of direct grants to Financial Institutions or private businesses, or subsidised business development services the set of defined criteria will have to be applied.

Once the implementing partner has been identified, a Management Board will be established. This will comprise a representative of the European Union Delegation in Jordan and the Implementing Partner. Other members of the Management Board could include experienced private sector representatives, and this option will be considered at the programme inception. The purpose of the Management Board will be to consider and approve recommendations from the implementing partner regarding (i) the selection of intermediaries that will deliver programme support, and (ii) the disbursement of resources.

### ***Delivering project resources through intermediaries***

The diagram below shows how project support will be delivered through intermediaries.



#### ***Stage one: Raising awareness of the opportunity***

The selected implementing partner will raise awareness of the programme through a substantial publicity and communication programme. The aim of the publicity campaign is to raise awareness among (i) potential final beneficiaries of each window, and (ii) potential intermediaries for the delivery of programme support through the three windows. Such campaigns will be conducted on a regular basis until the funds are exhausted.

#### ***Stage 2: Registering intermediaries***

A call for applications from interested intermediaries will be launched using a formal application template clearly identifying the eligibility and appraisal criteria by which the intermediaries' applications will be assessed. Applications will be assessed by the implementing partner, who will make selection recommendations to the Management Board for their review and agreement. The implementing partner will then certify and register intermediaries following this competitive selection process. Registered intermediaries are thereby approved to participate in the programme.

#### ***Stage 3: Training intermediaries***

<sup>9</sup> <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52014DC0263&from=EN>.

<sup>10</sup> See point 2.1 of the Communication “Principles for strengthening the role of the private sector in EU development”.

Training will be delivered to intermediaries, where necessary, in order to ensure that they are familiar with the intended processes and programme delivery tools. For example training will be provided to BDS providers registered to upgrade SMEs under the linkages window in order that they are able to implement standardised sound company checks and diagnostic assessments of potential beneficiaries.

#### *Stage 4: The process by which support will be delivered*

Potential final beneficiaries may be made aware of the existence of programme support in two ways, either (i) communications from intermediaries or (ii) the wider publicity programme initiated by the implementing partner.

Final beneficiaries will be required to apply for programme support to the implementing partner by completing an initial application form. The implementing partner will select and use a registered intermediary to carry out a **sound company (eligibility) check**. If the potential final beneficiary is eligible, they will be then provided with a list of registered intermediaries that they can choose from to carry out a **diagnostic study** of their needs. This is a fixed price study, and part of the costs of carrying out the study will be covered by the project and part by the beneficiary.

The final beneficiary will receive a copy of the diagnostic recommendations and the costs of implementation. If the final beneficiary decides to go ahead with implementation, then an application is made to the implementing partner, who will appraise the application according to standardised application procedures. The implementing partner will make recommendations for beneficiary support to the Management Board.

#### *Piloting the implementation process and subsequent scale up*

**These processes will first be tested on a pilot basis in sectors which are aligned with both Jordan 2025 and EU strategy.** At the start of an intervention, the processes, innovations and new practices will be piloted with a variety of partners. The aim is to understand what works well and what does not work in the local context, and to identify lead organisations willing to try something new. This phase typically involves a lot of hand-holding, mentoring, and experimentation. If the pilots deliver returns to the partner (either commercial or non-commercial), and meet Management Development Plan (MDP)'s objectives, the intervention moves to the next phase, consolidation.

At the **consolidation phase**, the focus is narrowed to those practices and partners that have proven effective. Having achieved some initial success at the pilot stage, the engagement will be deepened with the better performing partners and intermediaries and processes refined in order to build sustainability of the practice change. This means promoting institutionalisation and wider buy-in within the organisation, and ensuring that the partner has the necessary capacity to sustain the practice change. The practice change also needs to deliver a “net return” to the partner if it is to be sustained. Sometimes this may be the tackling of underlying organisational or systemic constraints. The mid-term review could provide inputs for this refinement.

Having achieved sustainability and “proof of concept”, the next stage is to move into the **replication stage**. The programme will work to promote wider replication of the new innovation or practice change. The aim is to encourage the diffusion of the practice change through the system. Some replication will happen organically; some replication will require more active promotion. This can involve promoting linkages

and peer-learning between better partners and intermediaries to others, producing and disseminating case studies, working with “scale-agents” such as apex organisations, and actively supporting new organisations to adopt the practice change. The level of support at this phase is less intensive – the aim is to leverage the capacity and demonstration effect already built during the deepening phase.

### *Exit*

Having achieved sustainable impact at scale, the programme will exit the intervention partnerships, but continue to monitor partners and copycats in order to fully capture intervention results and to assess the degree to which system actors are able to “stand alone”.

## 4.3 Intervention logic

The intervention logic has various elements as follows:

**Dual approach:** Interventions are designed to work at two levels (i) top down improvements in strategy implementation, including enabling environment reform, and (ii) bottom up capacity building to improve private sector technical and management skill. Both types of interventions are required to effectively increase private sector productivity and competitiveness. In addition, these two types of intervention are intended to be mutually reinforcing; it is expected that during the implementation of interventions that work with the private sector, priority constraints will be identified. These lessons can be taken up within those interventions working with government on strategy, and actions can be mainstreamed to address the priority constraints.

**Systemic change:** Bottom up interventions to improve technical and managerial skills in the private sector will not work directly with private companies. Rather, the programme will facilitate systemic changes in the service markets that provide training, education and advice in technical and managerial areas. This process has demand and supply side elements. On the demand side, the programme will seek to change the knowledge, attitudes and practices of enterprises, so that they are better informed about the skills they need to grow, and able to seek out training, education and advisory services which can provide them with those skills – that is, to create a more effective market demand for skill growth. On the supply side, the programme will work with service providers to build their capacity to provide services that are relevant to the market. Scaling up happens as service providers supported under the programme extend their businesses, and through the crowding in of additional service providers and service users.

**Pilots:** Where possible project activities will be implemented on a pilot basis to facilitate systemic change, with scaling up occurring as system actors replicate and copy profitable activities. Initially consideration is being given to piloting programmes related to businesses operating in the areas of agriculture, renewable energy, the green economy, innovation, and high-skill education services. Based on successful pilots, the programmes will then be extended to other sectors. Each window will be piloted by limiting eligibility to companies operating in these target sectors, and then rolled out to additional sectors based on lessons learned during the pilot.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

### **5.3 Implementation of the budget support component**

Budget support, in the form of a Sector Reform Contract, is the most appropriate modality to support the implementation of Component 1 "*Reform of the enabling business environment*", which relates to reform of the enabling environment for business. This would provide Government with the funds that are required to implement key elements of the strategy and to meet costs including legal drafting, increased staffing, training and the establishment of new systems.

#### *5.3.1 Rationale for the amounts allocated to budget support*

The amount allocated for budget support component is EUR 31 million. This amount is based on a review of Government budgetary estimates for the components of Jordan 2025 that will be supported through budget support, validated against the costs of similar components implemented in other support programmes.

#### *5.3.2 Criteria for disbursement of budget support*

- a) The general conditions for disbursement of all tranches are as follows:
  - Satisfactory progress in the implementation of the Jordan 2025 and continued credibility and relevance thereof;
  - Implementation of a credible stability-oriented macroeconomic policy;
  - Satisfactory progress in the implementation of PFM reform programme;
  - Satisfactory progress with regard to the public availability of timely, comprehensive and sound budgetary information.
- b) The specific conditions for disbursement that may be used for variable tranches are the following:

The Jordan 2025 is a comprehensive document, which aims to build “a safe and prosperous nation”. It therefore sets clear targets in a number of areas of development, including health, education and economic opportunity. Notwithstanding the contribution that a thriving private sector can make to other aspects of society, the specific conditions for disbursement of the variable tranches of the budget support under this programme are linked to the ambitions contained in Jordan 2025 related to the development of the private sector. The Ministry of



Planning and International Cooperation (MOPIC), the PMDU and implementing agencies identified for Jordan 2025 are in the process of developing a comprehensive Executive Development Programme 2016-18 to implement the blueprint. There is therefore neither need nor rationale for this programme seeking to support this wider process. Instead, it is sensible to focus on the implementation of those sections of Jordan 2025, which are most closely related to the aims of the EU's PSD programme. Thus, disbursement of budget support variable tranches will be aligned with the aims set out in the Jordan 2025 sections on 'employment', 'trade and competitiveness', 'business climate' and 'small business'. Specific outcomes will be defined on a yearly basis, to achieve the final outcomes by 2018, as already detailed in section 4.2.1 - *Budget Support*.

Factors, taken into account in the selection of these reform areas, include: their strategic fit with the EU's programmatic goals; their relevance and likely impact on Jordan's PSD environment and the likelihood that they are realistically implementable in the Jordanian context. The full reasoning for selecting the above areas is explained in Appendix 1 to this document. The detailed indicators will be developed (prior to the signature of the FA) with the Government in the last quarter of 2015 based on the Executive Development Plan 2016-2018 which is due to be finalised at the end of August 2015.

The chosen performance targets and indicators to be used for disbursements will apply for the duration of the programme. However, in duly justified circumstances, Ministry of Planning and International Cooperation (MoPIC) may submit a request to the Commission for the targets and indicators to be changed. The changes agreed to the targets and indicators may be authorised by exchange of letters between the two parties.

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

### 5.3.3 *Budget support details*

Budget support is provided as direct untargeted budget support to the national Treasury. Indicatively, it is foreseen that one fixed and three variable tranches will be delivered. The crediting of the euro transfers disbursed into Jordanian dinar will be undertaken at the appropriate exchange rates in line with the relevant provisions of the financing agreement.

## 5.4 **Implementation modalities for complementary support**

Complementary support will include a call for proposals to implement the component 2 "Improving technical and management capacity within SMEs" and a service tender for technical assistance to back the Budget Support under component 1 and to support the selected implementing partner of component 2.

### 5.4.1 Grants: call for proposals (direct management): Improve Technical and Management Capacity within SMEs (Component 2)

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

The grant will aim at supporting improvement in enterprises' productivity through system changes. It will address the fundamental market failures which constrain the development of the private sector in Jordan, by:

- on the supply side enhancing the capacity of intermediaries such as business development service providers, incubators, larger companies and training institutions to provide quality services (possibly at international standard) on a commercial basis to potential SMEs.
- on the demand side by creating awareness and stimulating demand among potential users (SMEs) for business services to improve their productivity and competitiveness. This will be obtained by enhancing technical and managerial capacity (Skill Window); or linking them to large enterprises (Linkage window) or including them in a value chain scheme (Value Chain Window).

In this way it will facilitate systemic change and long-term sustainability.

#### (b) Eligibility conditions

In order to be eligible for selection, potential implementing partners must meet the following condition

- Registered as a legal entity in Jordan;
- Have a specific mandate to support private sector growth and investment;
- Not involved in any activity that is prohibited by the European Union;
- Clear evidence of financial sustainability.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is EUR 6 million and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grant is 36 months.

#### (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 rate may be higher if the auto-financing capacity of the targeted beneficiaries is weak.

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 maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

#### (e) Indicative timing to launch the call

1st trimester of 2016

### 5.4.2 Procurement (direct management), complementary Technical Assistance for Component 1 and Component 2

Under the programme, two procurement procedures will be launched, as indicated in the following table:

## TA service tender

Subject	Type	Indicative number of contracts	Indicative trimester of launch of the procedure
a. Reform of the enabling business environment	Services	1	1 <sup>st</sup> Q
b. Communication and visibility	Services	1	1 <sup>st</sup> Q

### *TA Needs Assessment*

In the case of the TA to support the Reform of the enabling business environment, the needs have been estimated on a detailed review, which examined the capacity of each category of institution to carry out their roles and responsibilities for implementing Jordan 2025, efficiently and effectively. This review shows that there are considerable gaps in the capacity of all of the institutions that are responsible for implementing Jordan 2025. The major capacity constraints are:

- Staff technical and managerial skills, particularly related to implementation planning, intervention modalities, and the design of monitoring and evaluation systems;
- Management systems, particularly financial planning, human resource development, communications and partnership management;
- Technical systems, particularly the specification, development and implementation of computer based monitoring and evaluation systems.

Complementary technical assistance will therefore be provided to (i) facilitate the completion of technical tasks including the formulation of Executive Development Programmes, specify, design and build monitoring and evaluation systems, formulate innovations in strategy implementation and respond to emerging implementation problems, and (ii) support the recruitment process and training of key staff in the PMDU through hands on and formal training programmes and (iii) to the implementing partner of component two, to ensure that there are strong links and information flows between the two components of the programme.

### *Forms of technical assistance*

Technical assistance will take two forms: (i) Long term permanent technical assistance based in the PMDU and with the implementing partner, with specialisations in monitoring and evaluation and inclusive growth strategy and private sector development facilitation (ii) a pool of draw down TA with sectoral, monitoring and evaluation, innovation, and training skills, that can be called upon to deal with specific issues as and when they arise. Call down technical assistance will be available to both the PMDU and implementing Ministry Departments and Agencies, as well as the implementing partner in component 2.

### *Quantitative assessment of needs*

The following table sets out the technical assistance requirement, in person months, over the period 2016 to 2018. This is based on an assessment of long term support needs and a programme of indicative short-term specialist input requirements. The

average short terms input is likely to be of one-month duration and at any one time there will be 1.5 months of short term TA in country per month.

Type of TA	2016		2017		2018		Total person months
	No of persons	Total months	No of persons	Total months	No of persons	Total months	
<b>Long term</b>	3	36	3	36	3	36	<b>108</b>
<b>Short term</b>	18	18	18	18	18	18	<b>54</b>
<b>Total</b>		54		54		54	<b>162</b>

### 5.5 Scope of geographical eligibility for procurement and grants

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

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Budget 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 in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

### 5.6 Indicative budget

Type of modality	EU contribution (amount in EUR)
5.3 Budget support: Sector Reform Contract	31,000,000
5.4.1 Complementary TA	5,000,000
5.4.2 Call for proposal – Component 2	6,000,000
5.9 Evaluation and monitoring	800,000
5.10 Audit	200,000
5.11 Communication and visibility	1,000,000
Contingency	1,000,000
<b>Total programme budget</b>	<b>45,000,000</b>

## 5.7 Organisational set-up and responsibilities

The Ministry of Planning and International Cooperation (MoPIC) is the signatory of the Financing Agreement and the project supervisor, 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. MoPIC may assign a staff/team to work on managing/monitoring/facilitating this programme.

A Programme Steering Committee (SC) will be formed and will meet at least three times a year to endorse strategic orientations, oversee programme execution, and facilitate implementation of the activities. The SC will be chaired by the Prime Minister Office Delivery Unit/MOPIC, with the MoPIC operating as a secretariat. It will include representatives from the Government institutions identified in section 4.2.2. and EU Delegation as observer ; and its composition will reflect the variety of stakeholders in the programme. Private sector representatives and the implementing partner responsible for the implementation of the Component 2, "Improving Technical and Management Capacity within SMEs" of this programme will also take part according to the needs.

The SC will monitor the overall implementation of the project, review project progress, coordinate the different results areas and guide the actions to the successful achievement of the project objectives. It approves the reports and work plans. It will also help coordinate between all Jordanian institutions and groups likely to be involved in the project. The SC discussions will feed into the policy dialogue.

For the component 2, "**Improving technical and management capacity within SMEs**" a Management Board will be established. This will comprise a representative of the European Union Delegation in Jordan and the Implementing Partner. Other members of the Management Board could include experienced private sector representatives, watch dog institutions and this option will be considered at the programme inception. The purpose of the Management Board will be to consider and approve recommendations from the implementing partner regarding (i) the selection of intermediaries that will deliver programme support, and (ii) the disbursement of resources.

## 5.8 Performance 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 will use the established permanent internal, technical and financial monitoring system at the PMDU which is to elaborate regular progress reports (not less than annual) and final reports. Every report is meant to 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. The reports are planned be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details.

The Ministry of Planning and International Cooperation (MoPIC) is entrusted with monitoring the implementation of the Budget Support Programme. Support has been provided during the formulation phase to develop a monitoring framework, including recommendations for process, output and outcome indicators as well as relevant baselines, which detailed definitions will be finalised before the signature of the

Financing Agreement. The approval of such a framework by the Programme Steering Committee is one of the indicators set for disbursing the first base tranche.

Reviews of the implementation of the BS shall take place indicatively on a 12-monthly basis, with the first one planned in 2016. A team of independent consultants recruited directly by the Commission (or recruited by the responsible agent contracted by the Commission for implementing such reviews) will perform monitoring and evaluations related to the disbursement of funds.

The Prime Minister delivery Unit Monitoring and Evaluation System will be instrumental to provide inputs to the process. MoPIC will continue to be responsible for documenting policy dialogue taking place within the framework of the Programme Steering Committee and the related donor coordination meetings. The programme will be subject to the Commission's Results Oriented Monitoring (ROM).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants

## **5.9 Evaluation**

Having regard to the importance and nature of the action, a mid-term and final evaluations may 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 design of the programmes and the effectiveness of the interaction of its two components as well as the impact on job creation. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

Commission shall inform the implementing partner at least 2 months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

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

Indicatively, 1 contract for a maximum amount of EUR 200,000 for evaluation services (both for the mid-term and final evaluation) shall be concluded under a framework contract in the 1<sup>st</sup> quarter of 2017.

## **5.10 Audit**

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

All contracts passed under the complementary support components will be subject to audits, according to the terms to be detailed in those contracts.

## **5.11 Communication and visibility**

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 0 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations<sup>11</sup>.

The current procurement modalities will be under the project modality as well as the sector budget support modalities, and/or, exceptionally, grants, if applicable, in accordance with the Instructions in the call for proposal.

The communication and visibility measures might be implemented by way of procurement (beyond the procurement foreseen in section 5.4) with an overall budget allocation EUR 0.8 million, while the type of contract will be decided during the implementation process (including use of framework contracts, if needed). The launching of the procedures might be the 1<sup>st</sup> quarter of 2016.

Communication and visibility activities will aim to increase public awareness and understanding of the policies suggested and of the EU-Jordan partnership. They will be closely integrated with the TA activities either through the same TA contract or through separate contract.

The reports foreseen in the present document will describe with accuracy the actions and measures taken in respect of information and visibility requirements. Such requirements will be scrupulously respected during events organised within the framework of the project or referring to it as well as for the preparation of all public or official documents produced in the context of the project or related to it. Buildings, displays, equipment, vehicles, promotion material, documentation or letterheads used for the implementation of or provided by the project will visibly and clearly bear the European symbol (blue flag with twelve yellow stars) and the name of the European Union in English and Arabic.

Any activity with information or visibility relevance will be prepared in close collaboration with the EU Delegation in Jordan.

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<sup>11</sup> [http://ec.europa.eu/europeaid/communication-and-visibility-manual-eu-external-actions\\_en](http://ec.europa.eu/europeaid/communication-and-visibility-manual-eu-external-actions_en).

## APPENDIX 1 - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

	Intervention logic	Indicators	Baselines 2015	Targets <sup>12</sup> Cumulative 2015 to 2017	Sources and means of verification	Assumptions
Overall objective: Impact	To increase incomes and employment, promote women and youth social economic inclusion, and facilitate economic development in disadvantaged regions.	Income in businesses supported by the programme, disaggregated by gender  Employment in businesses supported by the programme, disaggregated by gender	Income and employment in target value chains and target SMEs in 2015  Baseline 0	1,000 direct long term jobs created  20 per cent increase in income of target beneficiaries	Company reporting, annual programme M&E plan  Direct company survey at the start of the project	
Specific objective(s):	(i) to increase the productivity and competitiveness of MSMEs (ii) increased quantity of domestic and foreign investment and strengthened linkages between investment and the local economy.	Value of MSME sales, disaggregated by gender  MSME profitability, disaggregated by gender  Gross value added in enterprises supported by the programme disaggregated by gender  Number of new enterprises created in target sectors	Current sales  Current profitability  Combined GVA in previous year accounting  0	35 per cent increase in sales  20 per cent increase in profitability  EUR 100 million GVA  100 new enterprises created with project support	Company records, collected through enterprise surveys / questionnaires, sourced by programme M&E team on an annual basis  MOPIC Data collected annually by programme M&E team	Regional insecurity does not significantly restrict enterprise expansion opportunities

<sup>12</sup>

Targets based on comparative experience with similar projects and studies of current versus achievable productivity, sales and profits in Jordanian SMEs.



		<p>Increased export sales in supported firms</p> <p>Enterprise Longevity (disaggregated for gender)</p> <p>Value of new foreign investment</p>	<p>0</p> <p>None</p> <p>None</p>	<p>20 per cent increase in exports in supported firms</p> <p>Closure rates in supported firms fall by 50% compared to non-supported firms</p> <p>EUR 100 million</p>	<p>Firm data collected through enterprise surveys / questionnaires, sourced by programme M&amp;E team on an annual basis</p> <p>Data collected by M&amp;E team Chamber of Commerce Registry Enterprise survey</p> <p>JIC data</p>	
<b>Outputs</b>	<p>the development of training, education and business advisory service markets to address critical high-end skill gaps in sectors with significant PSD impact potential (iii) the adoption of improved technical and management practices by MSMEs, and</p>	<p>Value chain participants aware of and using support functions effectively</p> <p>Firms adopting the recommendations made by service firms</p> <p>Market based support functions are available and sustainable</p>	<p>% firms currently using and range of services used</p> <p>None</p> <p>Current registered BDS providers &amp; range of services</p>	<p>70 per cent of target beneficiaries using new support functions</p> <p>70 per cent of target beneficiaries adopting service firm recommendations</p> <p>25 market based service providers offering project</p>	<p>Firm and BDS provider data collected through enterprise surveys / questionnaires by programme M&amp;E team</p> <p>Firm and BDS provider data collected through enterprise surveys / questionnaires by programme M&amp;E team</p> <p>Programme records on certification and registration, service</p>	<p>Continued patronage does not act as a disincentive to change within firms</p>

		Investors procuring goods and services locally	Current local procurement levels	<p>services</p> <p>50% increase in formal partnering arrangements</p> <p>20% increase in domestically available goods and services, and procured locally</p>	<p>provider training</p> <p>Survey of new investors procurement content carried out annually by Programme M&amp;E team</p>	Investors will change procurement policies regarding local goods and services
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## APPENDIX 2 - INDICATIVE LIST OF RESULT INDICATORS (FOR BUDGET SUPPORT)<sup>13</sup>

The inputs, the expected direct and induced outputs and all the indicators, targets and baselines included in the list of result indicators are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The table with the indicative list of result indicators will evolve during the lifetime of the action: new columns will be added for intermediary targets (milestones), when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

	<b>Intervention logic</b>	<b>Indicators</b>	<b>Baselines 2015</b>	<b>Targets<sup>14</sup> Cumulative total 2015 to 2017</b>	<b>Sources and means of verification</b>
<b>Overall objective: Impact</b>	To increase incomes and employment, promote women and youth social economic inclusion, and facilitate economic development in disadvantaged regions.	Income in businesses supported by the programme	Income and employment in target value chains and target SMEs in 2015	1,000 direct long term jobs created	Company reporting, annual programme M&E plan
		Employment in businesses supported by the programme		20 per cent increase in income of target beneficiaries	
<b>Specific objective(s): Outcome(s)</b>	(i) to increase the productivity and competitiveness of MSMEs (ii) increased quantity of domestic and foreign investment and strengthened linkages between investment and the local economy.	Value of MSME sales	Current sales	35 per cent increase in sales	Company records, collected through enterprise surveys / questionnaires, sourced by programme M&E team on an annual basis  MOPIC Data collected annually by programme M&E team
		MSME profitability	Current profitability	20 per cent increase in profitability	
		Gross value added in enterprises supported by the programme (including inward investment)	None required	EUR 100 million GVA	
		Number of new enterprises created in target sectors	None required	100 new enterprises created with project support	
		Increased export sales in supported firms	Current export sales	20 per cent increase in exports in supported firms	
		Enterprise Longevity	Current longevity of firms	Closure rates in supported firms fall by 50% compared to non-supported firms	

<sup>13</sup> Mark indicators aligned with the relevant programming document mark with '\*' and indicators aligned to the EU Results Framework with '\*\*'.

<sup>14</sup> Targets based on comparative experience with similar projects and data on current levels of enterprise participation and productivity in Jordan.

		Value of new foreign investment	None	EUR 100 million	JIC records
<b>Induced outputs</b>	The effective implementation of government strategy and a positive enabling environment for business <sup>15</sup>	Provision of support to job creation across Governorates*	Current levels of support	As set out in the Executive Development Plans for Vision 2025	Published new laws, regulations and procedures  World Bank Doing Business reports
		Facilitation of skilled migration into Jordan*	Current migration policies		
		Enhanced quality of services provided to domestic and international investors*	Current investor services		
		Enhanced investment promotion programmes*	Current promotion programmes		
		Clear and transparent investment laws*	Existing law		
		Improved regulatory framework for businesses*	Current Doing Business ranking		
		Strengthened regulatory framework underpinning competition and consumer protection *	Current regulatory framework		
<b>Direct outputs</b>	Increased staff capacity of PMDU to oversee implementation of Vision 2025 and address emerging issues  Improved M&E systems in PMDU Increased capacity of Ministries to implement Vision 2025	PMDU responding effectively to performance shortfalls and instigating corrective action*	None	Corrective action taken to address 100% of shortfalls / needs for corrective action	PMDU records
		M&E system established and reports produced*	None	M&E system established as per consultants specification	Content of M&E reports, consultants reports
		Executive development plans implemented in line with detailed action plans*	None	Targets as set out in EDP action plans	Ministry reporting, new legislation, new regulation

<sup>15</sup> All indicators are drawn from the Government's own Vision 2025 National Development Strategy.



This action is funded by the European Union

**ANNEX 2**

**of the Commission Implementing Decision on the Annual Action Programme 2015 and Annual Action Programme 2016 part 1 in favour of Jordan**

**Action Document for Renewable Energy and Energy Efficiency Programme in Jordan - REEE II**

**INFORMATION FOR POTENTIAL GRANT APPLICANTS**

**WORK PROGRAMME FOR GRANTS**

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning calls for proposals: 5.4.1 “Grants – call for proposals (direct management)”.

<b>1. Title/basic act/ CRIS number</b>	<b>Renewable Energy and Energy Efficiency Programme in Jordan (REEE II)</b> CRIS number: ENI/2015/037-735 Financed under the European Neighbourhood Instrument
<b>2. Zone benefiting from the action/ location</b>	Jordan. With focus on Amman, Jordan Valley and highlands and others.
<b>3. Programming document</b>	Single Support Framework (SSF) for Jordan 2014-2017
<b>4. Sector of concentration/ thematic area</b>	Energy Sector / Renewable Energy and Energy Efficiency.
<b>5. Amounts concerned</b>	Total estimated cost: <b>EUR 90.25 million</b> Total amount of EU budget contribution is <b>EUR 90 million</b> of which: <b>EUR 47.5 million</b> for budget support and <b>EUR 42.5 million</b> for complementary support. The contribution is for an amount of EUR 45 million from the general budget of the European Union for 2015 and for an amount of EUR 45 million from the general budget of the European Union for 2016, subject to the availability of appropriations following the adoption of the relevant budget. Budget line: 21.030102 This action is co-financed by potential grant beneficiaries for an

	indicative amount of EUR 250,000.			
<b>6. Aid modality(ies) and implementation modality(ies)</b>	<b>Budget Support: Sector Reform Contract</b> <b>Implementation modality:</b> <ul style="list-style-type: none"> <li>- Direct management mode: Sector Reform Contract, grants (call for proposals), procurement (services).</li> <li>- Indirect management with the EBRD.</li> </ul>			
<b>7. DAC code(s)</b>	23030			
<b>8. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main 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 (including Women In Development)	<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"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	<b>9. Global Public Goods and Challenges (GPGC) thematic flagship</b>	NA		

**SUMMARY:**

Jordan is a country with major energy supplies challenges. For many years, Jordan imported 97% of its energy supplies making almost one fifth of the annual gross domestic product (GDP). Latest political changes in the region have also affected Jordan, especially the Syrian crisis, where hundreds of thousands of refugees are based now in different parts of Jordan, making extra pressures on housing, health, education, water and energy services.

The government represented by the ministry of Energy and Mineral resources developed the 2007-2020 Energy Sector Strategy, with an aim to enhance local sources of energy towards 2020. Renewable energy was set high on the strategy targets, which aims at an increase from 1% renewable energy as part of the energy mix (in 2007) to 7% by 2015 and 10% by 2020. As for Energy Efficiency (EE), a target was set to reach 20% savings by 2020.

This was further enhanced by the adoption of Vision 2025 in May 2015, where energy was a main development area, and the renewable energy share was set to reach 11% by 2025. Vision 2025 also looked at other main sectors such as water, in which a clear objective to invest in Renewable Energy and Energy Efficiency (REEE) applications in main pumping stations was set to reduce the energy bill of the sector that consumes more than 14% of the sector budget.

The EU has always shown understanding to the energy challenge for Jordan, and signed a declaration of cooperation in 2007 to support Jordan in three main areas: Jordan as part of the EuroMediterranean (Euromed) networks, green sources of energy and nuclear safety and security. The EU Delegation provided its support to green energy in Jordan since 2008, conducting twinning and capacity building projects and the first sector support to green energy starting in 2012.

The EU-Jordan energy cooperation was further enhanced following the advance status that was granted to Jordan in 2010, and due to the fact that both Jordan and the EU are currently co-chairing the Union for the Mediterranean, where clear emphasis is put on energy cooperation.

Accordingly, the EU and Jordan decided to set renewable energy and energy efficiency as a main objective for cooperation under the 2014-2017 SSF, in which 30% of the envisaged financial support will be targeting the REEE sectors.

This programme is designed to continue supporting Jordan with green energy enhancement. A focus will be given to: electricity supply, as Jordan imports 97% of its energy needs still; energy efficiency in the building sector, since this sector consumes the majority of electricity (43% households, 17% commercial); apply renewable energy and energy efficiency measures to the water sector, which consumes 14% of the total generated electricity; replace conventional water pumps with solar ones in agriculture, which will lead to reducing negative impacts of Climate change; and set a model for "waste to energy" with Greater Amman Municipality with an aim to generate 1-2 megawatt of electricity from the proposed facility.

## **1 CONTEXT**

### **1.1 Energy Sector**

Jordan depends heavily on imports for energy. This being a basic commodity, its persistent shortage or unaffordability contributes significantly to poverty and overall economic instability. Imports of energy increased dramatically over the period 2010-2013 by an average of 19.2%. Jordan imports over 97% of its domestic energy needs, at a cost of about one-fifth of its GDP, reaching JOD 4.6 billion in 2012 and JOD 4.1 billion in 2014 thanks to the decrease in oil prices. Jordan has only very limited production of national natural gas, while renewable energy (RE) contribution is still marginal. The average growth of electricity consumption was 5.54%, in the period 2007-2013- but sharper after 2011 due to the demand generated by the Syrian Refugees, whose population of 650,000 registered refugees represents more than 10% of the Jordan population and is set to rise by 6-7% in the coming years. The Government of Jordan subsidises energy in order to mitigate the adverse socio-economic effects on population and businesses, however, under the International Monetary Fund (IMF) ongoing agreement, a reform of the energy subsidy system was initiated in 2012 leading to the complete abandon of subsidies of fuel at petrol

station and progressive reduction for electricity subsidies that will be completed in 2017. The public debt is to a significant extent attributed to the losses of the National Electricity and Petrol Company (NEPCO), which suffered from the halting of the Egyptian gas supply since Arab Spring uprisings. Public debt reduction is heavily hampered by subsidies to energy, fuel and food supply. The public debt increased from 75.5% of GDP in 2012 to 81% by end-2014.

Hence, and in order to reduce dependence, energy resource diversification and increased contribution of domestic ones have become key priorities for the government. Natural gas, oil shale and RE are foreseen to contribute increasingly to the electricity generation mix by 2020. Nuclear energy is also assumed to contribute a significant share of the new electricity capacity by 2025.

**Jordan has a high RE potential**, particularly solar and wind energy. The intensity of solar radiation is between 5-7 kilowatt-hour per square meter (Kwh/m<sup>2</sup>) and the wind speed in various locations can range between 7-9 m/s. These figures establish promising prospects for utilising renewable energy sources to generate electricity.

Similarly, a **high potential for Energy Efficiency (EE)** exists through energy saving across many sectors as well as other sources such as waste to energy. Demand side management, building codes, labelling of home appliances, standards, lighting, solar water heaters, are different elements that the country developed, however, lack of investments is hampering the EE potential. As for sectors, the building, water pumping, street lighting sectors have the highest potential for enhanced EE.

Over the last few years the energy demand represented by electricity has increased drastically, in sectors such as household, commercial, water pumping, street lighting, and industrial. This shows a need to work on rationalising energy consumption in such sectors, starting by those with high and increased consumption.

Following is a summary of the electricity consumption in Gigawatt/hour (GWh) of main sectors in Jordan:

<b>Sector/Year</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Household</b>	4926	5219	5548	6126	6265
<b>Industrial</b>	2981	3258	3445	3461	3541
<b>Commercial</b>	1978	2184	2269	2427	2415
<b>Water pumping</b>	1761	1867	1939	1955	2076
<b>Street lighting</b>	310	315	334	305	291
<b>TOTAL</b>	<b>11956</b>	<b>12843</b>	<b>13535</b>	<b>14274</b>	<b>14588</b>

### *1.1.1 Public Policy Assessment and EU Policy Framework*

Jordan's oil and natural gas resources are very limited, despite the exerted efforts of the Government to develop and prospect for other domestic resources. The effort to follow up with Egyptian authorities on the supply of natural gas for electricity generation was without sustainable results so far. Fortunately, Jordan has a huge



amount of oil shale, equivalent to more than 7 billion tons of oil, which can add to the national energy mix in the mid-term.

**Jordan is currently implementing its national development plan** having the National Agenda 2006-2015 as the guiding document. On 11<sup>th</sup> of May 2015 Jordan launched its 10 years socio economic development **Vision 2025**, where it sets its main development targets within different sectors towards 2025. **Energy and Renewable energy are a clear cluster in this vision**, and the targets of RE towards 2025 are set at 11% of the Energy mix, where the document proposed a phased approach increasing the current 2% RE of the energy mix by an average of 3-4 percentage points every 3 years.

For the Energy sector, **Jordan has developed the National Energy Strategy**, which was updated in 2007<sup>1</sup>. In accordance with the strategy, RE should reach 10% of primary energy supply in 2020 and 20% energy savings should be obtained in the same year.

The current **contribution of new and renewable energy sources to the total energy mix does not exceed 2%**. The involvement of the private sector is crucial to the development of the RE and EE sectors, and to reach the 2020 targets. In the RE sector, the first successes have occurred: 117 Megawatt (MW) of Wind and 200 MW of photovoltaic (PV) have already been signed in Public Private Agreements (PPAs) in 2013 and 2014. The Jordan Poverty Reduction Strategy 2013 points at the link between poverty and missing energy services.

The Government of Jordan has decided that the use of REEE is a way to solve the problem of chronic energy shortage, to secure reliability of energy supply and to contribute to economic growth. The **Renewable Energy and Energy Efficiency Law** (passed in 2012, revised in 2014): (a) sets the conditions under which electricity generating facilities based on RE can be financed, constructed and connected to the grid, and (b) has established a **Renewable Energy and Energy Efficiency Fund** (JREEEF), for supporting and promoting REEE projects and stimulating public private partnership. It is currently working to secure funds to start targeting different REEE projects, surveys and development, as set in the national plans and strategy.

Besides, a **National Energy Efficiency Action Plan** (NEEAP) has been adopted in 2013, but it did not cover the REEE potential across all sectors and currently lacks funds for implementation. It comprises several promising measures. These tackle both, the demand side (e.g. energy labels, lighting, reduction of energy consumption of public buildings by 10%, buildings code, development of minimum standards/specifications for appliances) as well as the supply side (e.g. solar water heaters, PV, capacity building in wind energy and concentrating solar power, solar energy code). Furthermore, the NEEAP outlines several horizontal and cross-sectorial measures (tax exemptions for energy efficient and renewable energy equipment, development of energy service companies, green lending programme, university curricula). Certain sectors such as the transport and the industrial sectors needs to be further integrated NEEAP for Jordan in the future.

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<sup>1</sup> According to this document, the strategy envisages the installation of up to 1000 MW of wind energy and 600 MW of thermal solar projects by 2020, and programmes and measures for energy use rationalisation in all economic sectors.

Jordan's Energy & Minerals Regulatory Commission (EMRC) has put in place Price Reference List (PRL) for all RE technologies except for geothermal. EMRC will be in the process of reviewing PRL applying to solar PV and associated draft contracts (power purchase and grid connection agreements). These proposed enhancements to the regulatory framework would result in increased private sector interest in Jordan's RE sector.

### **Consistency with EU policy, programming framework and the aid effectiveness agenda**

**The Association Agreement of May 2002** governs the EU-Jordan relations. In 2010, Jordan was granted the advanced status of partnership with the EU. This EU programme is in line with the EU-Jordan Action Plan, where energy is clearly identified as a key sector for partnership and networking within the region. Namely, the EU programme is in line with the national strategy for Jordan on developing renewable energy and applying energy efficiency schemes.

The new EU programme is also aligned to the European Neighbourhood Instrument (ENI) 2014-2017 programming document the **Single Support Framework (SSF)** and its third focal sector "Renewable energy and energy efficiency" that has received 30% of the budgetary allocations.

The EU is the main strategic partner of Jordan in REEE promotion and reform, providing sector budget support, intensive technical assistance, support on sector strategies, legislations and testing facilities.

The programme is coherent with the priorities set in the EU Joint Communication of March 2013 concerning the 'European Neighbourhood Policy: Working towards a Stronger Partnership'<sup>2</sup> as it provides a strong focus on sustainable and inclusive growth, economic development and support to Small and Medium Enterprises (SMEs).

Moreover, it is in line with the special Joint Declaration on Energy Cooperation signed aside the Euro-Med energy Ministerial Declaration (November 2007), i.e. Jordan should continue as part of the EuroMed energy & electricity networks and be further supported to develop green energy sources. Most importantly, the programme respects the **Union for the Mediterranean (UfM)** vision, according to which Jordan and the EU should collaborate closely to enhance green energy development and networks within the Mediterranean.

The programme will also assist in enhancing the enabling environment for REEE development, which will allow more investment opportunities for domestic and foreign investors and will lead to future EuroMed energy networks based on sustainable energy sources.

#### *1.1.2 Stakeholder Analysis and Partners*

The Ministry of Planning and International Cooperation (MoPIC) plays its main role to reflect the National development policies into sector strategies and ensures overall donor coordination. The other main stakeholders are:

- Government sector entities such as:

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<sup>2</sup> [http://eeas.europa.eu/enp/pdf/docs/2013\\_enp\\_pack/2013\\_comm\\_conjoint\\_en.pdf](http://eeas.europa.eu/enp/pdf/docs/2013_enp_pack/2013_comm_conjoint_en.pdf).

- **Ministry of Energy and Mineral Resources (MEMR):** Main policy maker in the energy sector, working to ensure security of energy supply, and implementing the national sector strategy, which focusses on diversification of energy resources including local ones, especially REEE;
- **Ministry of Public Works and Housing (MoPWH) :** Responsible for setting policies and strategies for improving indoor comfort and functionality, lower energy use and infrastructure modernisation in public buildings, setting the building thermal code, enforcement of building codes, renovation of building stock and conducting energy audits in buildings;
- **Ministry of Water and Irrigation (MoWI) and Ministry of Environment (MoEnv),** with roles in fostering sustainable energy across major developmental sectors. **MoEnv** is mandated to address the climate change adverse impacts, by adopting national mitigation and adaptation measures;
- **Greater Amman Municipality (GAM)** is the main municipality in Jordan, and conducts a comprehensive approach to solid waste management including waste to energy facilities;
- **Energy and Mineral Resources Commission (EMRC):** as the main regulator of the sector, EMRC is responsible for RE and EE regulations. EMRC also works on licensing and establishment rules and regulations for new energy service companies;
- **National Electricity and Petrol Company (NEPCO),** as the owner of the national electricity grid, reflects the National energy strategies for electricity supply, and is mandated to interconnect all new RE sources in to the grid.
- **Private sector:** main developer of energy sources as stipulated in the 2007-2020 strategy, where all generation and distribution facilities for electricity are commercialised.
- Civil society organisations such as the **National Energy Research Centre (NERC on applied research<sup>3</sup>)** work to set examples and bridge the gap between government and private sector as well as to implement projects enhancing integration of REEE within local and rural communities, as well as with public authorities.

### *1.1.3 Priority areas for support/problem analysis*

A number of technical, economic, institutional and legal impediments have prevented meaningful investments in REEE to date jeopardise the RE energy mix targets as set by the Energy strategy. These impediments include the lack of technical capacities and credible data, selling price of RE produced energy, restrictions on public and municipal borrowings; absence of credible energy service companies (ESCOs), etc. While potential market entrants are present, the institutional and regulatory framework for REEE remains incomplete, with no secondary legislation, rulebooks, financing mechanisms and other critical elements.

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<sup>3</sup> NERC currently acts as the technical arm of the sector and supports the Ministry of Energy. It seeks to enhance its cooperation with the Ministry and the JREEEF to monitor and follow up the REEE sector at large.

NERC is positioned since years as a technical arm for the REEE sector, yet remains understaffed and under-resourced. As a consequence of undeveloped markets; technical capacities, financing modalities and contractual/standardised expertise are limited.

RE existing licensing and permitting requirements are not streamlined and administrative processes for buildings are under the responsibility of various institutions at different government levels. Also, many of the requirements are generic (not designed or adjusted to the specific characteristics of EE projects).

**The Residential Sector is the most energy-consuming sector.** Its share in electricity consumption was 43% in 2013 according to the energy balance published in 2014; the target is to achieve a 25% saving by 2020 that corresponds to a targeted minimum saving of 5.6% in 2014.

**In Jordan, 14% of the consumed electricity is used for water pumping,** since water has to be transferred horizontally and vertically to reach end-users from the South to the North in places with elevation of 1 km or more. Water resources are scarce: 47% from renewable groundwater sources, 32% from surface water sources, 12% from wastewater treatment and 9% from non-renewable groundwater sources. Water pumping from underground or wastewater treatment covers 68% of the water consumption. Hence, the high-energy consumption in the water sector is attributed to water pumping and to deliver water through pipelines for long distances. Following the changes in the electricity tariff system introduced in 2013, but also due to population increase due to the Syrian crisis, costs will increase significantly. The MoWI is therefore considering generating electricity for water pumping from RE.

The **energy cost for the agricultural industry is high** due to the said water pumping and transports. The energy cost is very much linked to food security: cost of food production and distribution and cost of inputs. The Jordan Poverty Reduction Strategy 2013 points at the link between poverty and energy services.

**The Municipal waste:** With a flow of 3000 tons of waste per day, GAM accounts for approximately 50% of Jordan's total municipal solid waste. The municipality directly manages the collection, transfer and disposal of waste. There are serious inefficiencies in solid waste management, and the costs of providing services are quite high and have become even more critical with the massive arrival of the Syrian Refugees (representing 10 to 15% of the population). GAM has been working to increase revenues related to solid waste management, including generating revenues from recoverable materials and landfill gas (LFG) recovery. Under the Environmental Protection Law of Jordan No (52) of 2006, some attempts have been made for protecting the environment in terms of waste management. A promising pilot is under way by the Amman Municipality to convert waste to energy.

**The new programme REEE II will focus on the following priority areas:**

***Priority Area 1: Enhancing the institutional, legislative, regulatory and strategic framework***

According to the latest development of the REEE sector, including the 2012 law and its update in 2014, and the regulatory set-up by the regulator to touch on REEE themes, many areas were still in need to be enhanced, including human capacity, further development of legal and regulatory frameworks based on progress made in the sector and on the implementation experience over 2012-2015.

Policy dialogue and monitoring of the sector development are other key areas that need enhancement and consolidation.

**Priority Area 2: *Supporting the implementation of the RE and EE components under the National Energy Strategy***

The national targets for REEE development were set under the energy sector strategy of 2007-2020, as well as in the Vision 2025. National action plans in these fields are focussed on increasing the percentage of RE into the energy mix, as well as EE applications in different sectors, such as installing 30,000 Solar Water Heaters with a targeted minimum saving of 147 GWH ( $\approx 1.6\%$ ) in addition to 5,162 Solar Water Heaters (SWHs), which have been distributed in cooperation with the Jordan River Foundation. Another example is to enhance the photovoltaic rooftop systems for electricity generation at public and residential buildings. New sources such as waste to energy are also planned, and will lead to integrated solutions for waste management, energy generation and environment protection through mitigating measures. Greater Amman Municipality is the leading municipality in Jordan in this process and develop the energy generation potential from waste.

**Priority Area 3: *Supporting REEE applications in few selected high electricity consuming sectors and in some public entities (construction and street lighting)***

In the Building Sector, interventions with high potential for EE improvement have not been sufficiently developed so far. For instance, the residential sector has a new building code that forces the use of solar water heaters for any house with a minimum area of 150 square metres; however such code has not been fully enforced due to human and financial capacity challenges.

**Priority Area 4: *Provision of REEE services and demand side management in the Water and Irrigation Sector.***

Introduction and operationalisation of REEE in the water and irrigation sector will help reduce the related electricity bill and will provide a better base for meeting its increasing needs. For basic water pumping, it will lead to a significant reduction in the energy bill of the sector, which suffers from major challenges to pump the water vertically and horizontally for long distances throughout Jordan. Establishing energy efficient agricultural facilities could reduce cost of agricultural inputs, provide savings to farmers at various levels and reduce CO<sub>2</sub> and its effects on climate change.

## **1.2 Other areas of assessment**

### **1.2.1 Fundamental values**

Jordan has ratified the 6 major international conventions related to protection of human rights. However, Jordan has not ratified some optional protocols, inter alia the Optional Protocol to the Convention against Torture (OPCAT), the first and second Optional Protocols of the International Covenant on Civil and Political Rights (ICCPR), the International Labour Organization convention No 87, No 169, No 189, and the conventions on refugees and stateless persons. Jordan expressed reservations on a few articles of the UN Convention on Elimination of All Forms of Discrimination against Women (CEDAW) and on the Convention of the Right of the Child. Jordan is the only country in the region that has offered a standing invitation to all UN Special Rapporteurs. Yet, the Committee on the Right of the Child (CRC) has underlined important weaknesses in terms of legislation, institutions and allocation of resources that prevent the state from implementing the Convention.

The year 2014 was marked by increased tensions and instability in the region (in particular Syria and Iraq), which impacted overall on the political dynamics in Jordan, with security considerations becoming paramount in the leadership's decision-making. As a consequence, the pace of political and governance reforms slowed down in 2014 and space for political activists, civil society and opposition seems to have shrunk. The deteriorated security environment and increased radicalisation in the region led the King to actively pursue the traditional Jordanian policy of religious moderation, also to counter religious extremism in the region.

A number of important laws were passed in 2014 and the Government of Jordan has committed itself in the follow up of the Universal Periodic Review (UPR) to adopt a new human rights strategy and created several committees to further evaluate and assess the different recommendations issued during the exercise. The amendments to the Anti-Terrorism Law and the December executions of thirteen death-row inmates are undoubtedly worrying developments.

In 2014, Jordan acted upon some key recommendations contained in last year's European Neighbourhood Policy (ENP) progress report, most notably by strengthening the impartiality of the judiciary through the new judicial independence law, and through measures for the legal implementation of the Anti-Corruption Strategy. Other key recommendations made previously remain however valid. In line with the commitments agreed in the ENP Action Plan, Jordan should pursue the reforms process and enforce the laws adopted without following a strategy of selective implementation.

Jordan's commitment to fundamental values remains valid. However several risks of deterioration of the human rights situation were identified in the latest update of the Risk Management Framework carried out in February 2015 and the EU's concerns about freedom of media and expression, freedom of association, space for civil society, death penalty and refugees, amongst other issues, were raised at the human rights sub-committee meeting in March 2015.

### *1.2.2 Macroeconomic policy*

The Government of Jordan has demonstrated commitment to the macroeconomic policy targets set under the IMF under the Stand – By Arrangement (SBA) agreed in 2012. This is confirmed by the most recent IMF Staff Report of April 2015 for the sixth review of the SBA. It concluded that the authorities have been implementing strong macroeconomic policies to reduce external and fiscal imbalances, despite the adverse external environment.

Under the IMF programme, brought in following a deteriorating fiscal deficit, debt and foreign reserves position experienced since 2012, the government has adopted certain measures towards fiscal and monetary stability, including reversing the decision to freeze fuel and energy price rises to consumers imposed during the Arab Spring in 2011 that resulted in significant subsidies.

As a result of the large growth in public revenues in 2014, the central government budget deficit (including grants) fell sharply by 55.6% to reach JOD 585.3 million or about of 2.3% GDP for 2014 compared to 5.5% of GDP in 2013. When excluding the large value of grants received in 2014, the budget declined by 6.9% from its value in 2013, to reach JOD 1,822 million or 7.1% of estimated GDP for 2014

compared to 8.2% of GDP for 2013<sup>4</sup>. Despite the improvement in public finances was largely the result of a higher value of grants, domestic public finances also improved. The Government introduced in 2014 a package of measures to increase revenues based on the increase of excises and fees and did not disburse the last cash compensation<sup>5</sup> payment foreseen in 2014 since the international oil price went well below the USD 100 per barrel.

The authorities have tried to contain expenditures but have to face large debt service payments and an instable environment, which have limited the extent of actions on the expenditure side.

In early 2015, the Parliament approved an increase of the electricity tariff of 7.5%, half the increase initially proposed by the Government. The increase in the electricity tariff is framed in the cost-recovery strategy for NEPCO.

The 2015 General Budget foresees additional revenue raising measures aimed at reducing the central government deficit to around 1.7% of GDP in 2015. The mounting debt is a key concern, in particular the mounting debt due to NEPCO's losses. However the latest IMF mission of February-March 2015 for the 6<sup>th</sup> review considered the debt situation sustainable. Other concerns that have been expressed by the IMF in their missions include the possible negative impact of the neighbouring conflicts on trade performance -as important routes and markets are affected by the neighbouring conflicts- and on investment, as well as, the heavier dependency on foreign assistance and an increase in domestic borrowing.

The monetary stance remains a strong point and appropriate according to the IMF. Safeguarding the exchange rate peg remains the lynchpin for the maintenance of financial stability. The peg of the Jordanian dinar to the US dollar has anchored inflation expectations and provided a measure of fiscal stability. Nonetheless, by the middle of 2012, foreign currency reserves had reached their lowest level since the mid-1990s, dropping to JOD 4.78 billion (3.8 months of imports). However, reserves have increased in 2014 and are again above a healthy level according to the IMF, covering over 7 months of imports (March 2015). Maintaining the reserves and keeping them at a comfortable level will be instrumental in reinstating investor confidence and maintaining confidence in the local currency. Both are essential for boosting economic stability and growth.

The Jordanian economy is vulnerable to external shocks, which have had a negative impact on the performance of all key macroeconomic aggregates during the past years. However, as evidenced by the recent agreement with the IMF to approve the release of the sixth tranche of Jordan's SBA, the Jordanian economy remains resilient despite the external challenges. The conflicts in Syria and Iraq continue to weigh on its economy, but activity is gradually picking up. Growth rate rose to 3.1% in 2014 and is expected to reach around 3.8% in 2015<sup>6</sup>. Unemployment fell from 12.6% in 2013 to 11.9% in 2014 and inflation declined to 2.8% year on year at the end 2014. The current account deficit continues to narrow and is estimated at 7.6%

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<sup>4</sup> *Monthly Report – March 2015*. Central Bank of Jordan.

<sup>5</sup> A cash compensation mechanism was put in place in end 2012 as a balancing measure to low income families, and disbursement of that assistance will take place as long as the price of oil remains above USD 100 per barrel.

<sup>6</sup> *IMF Country Report No. 15/115. May 2015*. International Monetary Fund.

of GDP for 2015 (including grants)<sup>7</sup>. Although Jordan remains vulnerable to further external shocks, the macroeconomic framework has been successfully managed.

Overall, there is a credible and stability oriented macro-economic policy in place.

### 1.2.3 *Public Financial Management (PFM)*

Jordan continues to fulfil the public financial management reform eligibility criterion for budget support. Based on the analysis presented in the EU latest PFM Report (November 2014), it is apparent that Jordan pursues a credible and relevant programme to improve public financial management. Implementation of the programme - *Comprehensive Reform Strategy of PFM 2014-2017* - to improve and reform public finance management is positive with several reforms already completed or well advanced in their implementation with donor support, including the EU. EU new Public Finance/Public Administration Reform budget support programme was put in place in October 2014. In terms of achieving medium term budgetary outcomes Jordan continued to be on-track with the IMF Stand-By Arrangement and is in the process of adopting some important directions of change to improve budgetary outcomes.

### 1.2.4 *Transparency and oversight of the budget*

The government of Jordan continues to make significant strides in improving financial information transparency and oversight. As per the EU Budget Support Guidelines of September 2012, the entry point for the fourth eligibility criteria – transparency and oversight of the budget – has been met by the Government of Jordan, going well beyond the eligibility criteria as regards improving transparency and oversight significantly.

Key budget documents are produced and made available and accessible to the public. The general budget is made public on the Internet in its draft form prior to submission to the Parliament and also once approved by Parliament. The budget speeches were published on the newspapers and published on the internet. Monthly budget execution reports are published on the internet prepared by the Ministry of Finance, even if sometimes with 2-3 months delay, particularly in the beginning of the year period. Preliminary figures are also published on the Internet by the Ministry of Finance a few days after month's end. The Audit Bureau's annual report is also now made publicly available on the internet. The timeliness of this release has improved significantly. Remaining weaknesses will continue to be addressed as more data becomes available through the completed Government Financial Management Information System (GFMIS).

## **2 RISKS AND ASSUMPTIONS**

Implementation risk is rated as moderate mostly on account of to external risks related to political factors; the programme 4-year implementation period and Ministries' capacity. The future development of the energy sector will have major ramifications on the continued investment in the REEE sector, development sectors such as buildings, water and farming. The multi-sector nature of the project and line ministries limited knowledge of EU procedures and Sector Reform Contracts will need to be carefully managed and supervised throughout the project implementation

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<sup>7</sup> *ibid.*



period with strong support by the planned Technical Assistance (TA). This also applies to the involvement of the private sector, where the TA support will contribute positively to the inclusion of the private sector within the REEE themes and enhancing investments in this sector.

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
<p><b><u>Operational / Implementation</u></b> MEMR may encounter difficulties in the proposed reforms and coordination of activities including the needed support to operate within its mandate, and enhance the institutional capacities and capabilities, while coordinating with line ministries. Lack of suitably qualified and experienced staff delays or prevents implementation of the project. Stakeholders in the respective sectors do not cooperate and consequently prevent meaningful change and improvement. Lack of a coordinated approach by the wide variety of stakeholders prevents or delays change in a cohesive and comprehensive way</p>	L	<p>The creation of the steering committee and the technical committee/s within REEE II will ensure enhanced cooperation, and the REEE II programme foresees to direct its proposed Technical Assistance to further enhance the needed institutional, regulatory, legal and technical capacities among the different stakeholders</p>
<b>Assumptions</b>		
<p>- The Government of Jordan is committed to the promotion and reform of REEE; enhanced competitiveness is maintained and political willingness exists to implement the necessary regulatory reforms; the Government of Jordan prepares and adopts the strategy and the bylaws of JREEEF; a power purchase agreement is in place; the priorities of REEE national development are sustained.</p> <p>- MEMR/MoPWH/MoA/MoWI/MoEnv have the resources and mandate to pursue development of the greening productive (e.g. agro- business) sectors; there is commitment and willingness on the part of the business community/ farmers to develop capacities and pursue best practices of REEE. There is involvement of Civil Society and Non-Government Organisations (NGOs).</p>		
<p><b><u>Financial:</u></b> EU allocations to the overall sector support are not sufficient to fully achieve targets.</p>	L	<p>Close monitoring and evaluation of the programme is needed as well as guidance from the steering committee to the different stakeholders and Ministries to ensure proper allocations to implement the programme objectives, according</p>

		to the programme work plan
<b>Assumptions</b>		
Sufficient resources are available to ensure coordination between the stakeholders and beneficiaries. The Government of Jordan ensures complementary of support by various donors.		
<b>Political:</b> The Jordanian economy is facing serious challenges, high electricity bill, flux of refugees, while the IMF-Stand-By-Arrangement (SBA) with clear consolidation policies might go off track. The impact of the crisis in the region, e.g. growing inflation, might go beyond the programme's influence. Such challenges may also endanger structured policy dialogue.	H	The programme will support the development of the sector in line with national plans/visions and special resilience plans for refugees' influx, and will ensure synergies through the proposed activities as well as Technical Support.
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>- The Government of Jordan is committed to provide the needed developmental services and to tackle the political challenges posed by the changes in the region due to political instability. The Government of Jordan's national economic and development plans on short to mid-term reflect clearly the vision to address these political challenges.</li> <li>- A policy dialogue is structured and adopted officially as continuous dialogue, to enhance the collaboration and communication of different stakeholders</li> </ul>		

### 3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

#### 3.1 Lessons learnt

The following lessons were drawn from the experience gained through the implementation of the first Budget Support programme (REEE I) and through the assessment of the sector, which included a critical analysis of the policy framework of the REEE sector with a focus on problems hampering the shift of the Jordanian energy system into an environmentally sound, cost-efficient and reliable energy service system.

**Policies and Incentives:** Currently there are almost no policies to mandate or encourage EE with clear incentives such as benchmarking of energy consumption, enforcement of regulations to reduce energy consumption in buildings, or labelling household and industrial machinery, equipment and appliances. It was established that MEMR, the primary decision authority in the energy sector, will be involved in technical activities (programme and project formulation, implementation, elaboration of technical standards etc.) rather than focusing on its policy mandate and strategies.

**Budget Support modality:** Focussing on measurable impacts for monitoring and evaluation as defined in its benchmarks, the Budget Support modality served as an anchor of a wider policy dialogue assisted by further capacity development of related national institutions.

**Heavy administrative procedures:** Inefficient and unclear tendering procedures caused delays in the implementation of REEE interventions, mainly when the private sector or donor agencies were involved. Furthermore, the decision process on RE project's approval and licensing involves too many governmental actors. This results in extra cost, loss of business opportunities and lack of attractiveness for investors.

**Programme monitoring and evaluation:** energy auditing based on internationally accepted quality standards and codes are not common practice in Jordan. However, such qualified auditing would improve EE, thus contributing to the results of this programme while enhancing project monitoring and evaluation (e.g. through measurable benchmarks).

**Capacity building and knowledge transfer:** Lack of human resources capacity in both qualification and number, hampers the competent development of legislation, quality standards and codes, and monitoring and evaluation of projects impacts. In addition, organisation and management capacities as well as technical skills for REEE project's design and implementation need to be improved. A serious challenge in the public service is high fluctuation of staff on the decision-making level and discontinuity. Therefore, establishing a **policy dialogue platform** and scaling up capacity development are critical to overcome emerging obstacles.

**A Monitoring and Evaluation** tracking system is needed to assess performance and create a feedback loop into the design of policies.

### 3.2 Complementarity, synergy and donor coordination

The EU assistance in the field of REEE development is complemented by the support to the public sector development by various other donors and actors, as follows:

- The EU continued to provide bilateral important support to other Jordanian energy sector institutions, including in nuclear safety. these programmes include: Capacity Building in Wind Energy and concentrated solar power (WECS<sup>8</sup>) (EUR 14 million), the first sector support programme: Renewable Energy and Energy Efficiency Programme in Jordan (REEE, EUR 40 million<sup>9</sup>), support to the Nuclear Regulatory Commission and the Energy Regulatory Commission to enhance Nuclear safety and Security and sustainable management of radio-active waste (around EUR 4 million in total), twinning to the National Electric Power Company NEPCO to enhance their capacity to introduce renewable energy into the National grid (EUR 1.7 million).
- EU regional initiatives such as EuroMed energy efficiency cooperation in the building sector (Med-ENEC<sup>10</sup>), cooperation between the Euro-Mediterranean Energy Regulators Project (MEDREG<sup>11</sup>) and other member states programmes aiming at harmonising the regulatory framework in the region.

Other Donors' initiatives include:

- Kreditanstalt für Wiederaufbau (KfW) is implementing EE projects in education and health sectors (Schools and Health Centres). A pilot programme on lighting in

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<sup>8</sup> C(2009)7521 see [www.wecsp.org.jo/](http://www.wecsp.org.jo/).

<sup>9</sup> C(2011)5702.

<sup>10</sup> [www.med-enec.eu](http://www.med-enec.eu).

<sup>11</sup> <http://www.medreg-regulators.org/>.

residential buildings was implemented with *Agence Française de Développement* (AFD) financing.

- In addition, the AFD energy sector loan approved and launched in 2012 (EUR 150 million) was building on EU funded programmes, and the REEE policy matrix in particular. The support addressed main reforms in the energy sector in line with the sector strategy, including the green energy part in which synergies and complementarities with the EU REEE programme were ensured.
- AFD also launched a "Sustainable Credit Facility" in Jordan (EUR 41.5 million out of which is 5% NIF grant) to enhance investments in renewable energy, energy efficiency and environment protection.
- European Bank for Reconstruction and Development (EBRD): Since the launch of their office in 2012, EBRD have focussed their support on main infrastructure sectors, mostly energy and water. They have supported conventional and renewable energy generation facilities, and also supported energy efficiency projects in buildings and water sector. They have shown big interest in the water sector and started in close collaboration with the Ministry of Water and Irrigation to study the feasibility to introduce renewable energy into the main pumping stations, which is in line with activities foreseen in the sector strategy and vision 2025.

In addition, there is active donor engagement in Jordan's energy sector and the activities proposed under this project have been coordinated with them to ensure full complementarity.

MoPIC chairs a donor-government working group on energy, but there is a need to enhance coordination for synergy effects and complementarities. A clearer consensus among the Jordanian administrations and institutions involved in REEE related policies and future reforms would be beneficial to attract and optimise foreign support.

### 3.3 Cross-cutting issues

**Governance:** The programme will further contribute to the EU support for improving governance in the sector, e.g. through cross-sector institutional capacities and coordination at policy and implementation levels, including policy development, planning, joint implementation, financing mechanisms, public finance management at sector level with enhanced results-oriented budgeting, monitoring and evaluation, and increased involvement of social partners and civil society. The increased involvement of Civil Society Organisations (CSOs) is foreseen through the dissemination strategy on solar water pumping systems and through their capacity building to engage effectively with the national authorities.

**Gender:** Measures to support the involvement of women in the labour market of REEE have been emphasised in the frame of the programme identification, consultative process with all stakeholders and implementation strategy. Increasing women's participation and reflecting this in the current sector budget support together with other gender specific issues are foreseen in different components of the programme, including in policy development, strategies and action plans, gender sensitive budgeting practices, etc.

**Youth Unemployment:** The programme intends to address the inadequate quality and relevance of the education and training on REEE and Environmental issues, as

well as the mismatch between individuals' skills and employers' needs, and the weak school-to-work transition systems. It is important to take stock, for instance, that over 75% of unemployed males have a high school education or below, while over 75% of unemployed females have diplomas or higher. Vocational training institutions are highly needed to link the needs of REEE to the educational system.

**Effective participation, Environment and Climate Change:** Promoting participation in REEE and reforms could lead to increasing opportunities in green businesses. Further investments in those sectors are to be applied at household, commercial, industrial, water and public transport sectors, reflecting the implementation of the National Energy Efficiency Action Plan.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Objectives/results**

**The Overall Objective:** to contribute to the development and implementation of effective policies that would help Jordan reach its renewable energy and energy efficiency (REEE) targets for 2020.

#### **Specific Objectives**

1. To complement the relevant institutional, legislative and fiscal reforms, creating the enabling environment to mobilise public and private actors, in order to achieve the goals of 10% renewable energy and 20% of energy savings by 2020.
2. To contribute to full scale implementation of activities for enhancing sustainable production and consumption patterns and inducing behavioural changes, including in the water sector, resource demand management, adoption of best available technologies, research & development and promotion of investments towards green and low carbon economy.

### **4.2 Main activities**

#### ***Priority Area 1: Institutional, legislative, regulatory and strategic framework***

**Activities:** Focused on the creation of the necessary **conducive environment** for boosting the REEE in Jordan:

#### Under Budget Support

- 1.1 Energy policy reform assessment: preparing, updating, revising and approving further needed institutional, legislative, regulatory and strategic framework for the REEE across developmental sectors (e.g. regulation -waste to energy potential etc.). This action will also result in the revision and update of NEEAP and the Renewable Energy Action Plan (RENAP) based on a business model approach as well as setting up a multi stakeholders' sustainable policy dialogue and will lead to enhanced investments in the RE sector of an average of 100 Megawatt/year. (MEMR & EMRC).
- 1.2 Establishing a cooperation model (possible future agency structure) by further linking NERC and JREEEF for the REEE sector development & monitoring, and demonstrating the capacity and internal organisation, inter alia to support the implementation of REEE II (MEMR & NERC).
- 1.3 Assessing and analysing in details the future of renewable energy beyond 2020 and the role of NEPCO in absorbing these sources into the Grid beyond 2020,

including technical elaboration of conditions for renewable energy development (e.g. through grid code development) (NEPCO).

***Priority Area 2: Supporting the implementation of the RE and EE components under the National Energy Strategy***

**Activities**

**Under Budget Support**

- 2.1 Designing, installing, operationalising and commissioning a **5-7 MW Photovoltaic (PV)** plant in Al Azraq and on-grid connection (MEMR).
- 2.2 Promoting widespread installation of Solar Water Heating systems in rural community areas (about 20,000 units), in close collaboration with CSOs and JREEEF and installing 1,000 roof-top PV systems with a focus on public sector and rural areas for low-income communities (community based approach) and market-based approach for lower-middle income households (MEMR).

**Under Complementary support**

- 2.3 Designing and installing a treatment facility for energy production with a capacity of 400-500 t/d producing 2MW at the existing transfer station, to be connected to the national grid (GAM).

***Priority Area 3: Supporting REEE applications in few selected high electricity consuming sectors and in some public entities (construction and street lighting)***

**Under Budget Support**

- 3.1 Modernising 5 to 10 significant public facilities by undertaking EE measures, following at least 20 energy audits across administrative buildings (including insulation, double glazing, rehabilitation) and increasing the use of Solar Water Heaters and PV in public building sector (MoPWH).
- 3.2 Installation of LED lamps within the cities and new designed roads, following a feasibility study by the Ministry of public works and Housing together with Municipalities (MOPWH & Municipalities).

***Priority Area 4: Provision of REEE services and demand side management in the Water and Irrigation Sector to enhance the business model and agro industry.***

**Activities**

**Under Budget Support**

- 4.1 Enhancing the agriculture production by installation of Solar Water Pumping facilities and equipping Irrigated farms in Jordan with REEE, along the Jordan valley area (200 units) and uplands in Mafraq, Azraq & Madaba (617 Dunum) with 100 units (MoEnv).

**Under Complementary support**

- 4.2 Assessing the needs and operationalise/ install REEE in 3-5 water supply stations using PV water pumping systems<sup>12</sup> (MoWI).

**Further Complementary support (for all priority areas)**

<sup>12</sup>

e.g. Zai treatment conveyance and pumping systems<sup>12</sup>, Al Zaatari and Al Azraq stations and possibly (Zaraa Maen and Wadi Arab old station).

- Reinforce capacities for promotion, awareness and lobbying of REEE solutions in Jordan- of civil societies, NGOs and business associations (grants).
- General support to main institutional stakeholders and associated partners (including private sector, banks, academia, NGOs) to support for legislations and regulations, identification of projects, training, joint programmes between line ministries, development of communication, visibility & awareness strategies, accreditation for ESCOs establishment and market development; support to revision of NEEAP and RENAP (technical assistance contracts).

### 4.3 Intervention logic

From the national policy/strategy point of view, the REEE II programme is in line with the national targets of the energy strategy set for 10% RE of the energy mix and 20% EE enhancement by 2020. It is also in line with Vision 2025 aiming at 11% RE from the energy mix by 2025. The action reflects clear EU understanding of the needs for Jordan to enhance the REEE sector development and move to deliver more tangible outcomes represented by different visible activities.

REEE II does not stop at the support to the energy sector, yet extends further support to improve resource sustainability in the building, water and irrigation and municipal waste sectors. The expected sustainable results, which are totally in line with the priorities of Jordan, and equally important to the EU general policy on green energy and minimising negative impacts of Climate Change.

In summary, REEE II will lead to the following results:

#### Results 1

##### Under Budget Support

- 1.1 Enhanced institutional, legal, regulatory frame for REEE promotion across developmental sectors resulting in the updated National Energy and Energy Efficiency Action Plan (NEEAP) across developmental sectors and action plan for RENAP.
- 1.2 An average of 100 Megawatt/year RE investments are accomplished within 2016-2018.
- 1.3 A national REEE cooperation model (possibly with an Agency structure) is established and operates efficiently.
- 1.4 A Policy stakeholder dialogue structure representing all partners is established, recognised and operationalised.
- 1.5 A NEPCO vision for RE beyond 2020/Grid is formulated and set including the technical conditions.

#### Results 2

##### Under Budget Support

- 2.1 A 5-7 MW- PV Power Plant in the area of Al AZRAQ is installed and operated.
- 2.2 Enhanced and strengthened Solar Water Heater Systems use, with installation of **20,000** units all over the country, and the applications of 1000 PV rooftop systems in public institutions and rural areas.

- 2.3 Strengthened technical, managerial and organisational capacities of public and private operators involved in the REEE sector.

Under Complementary support

- 2.4 An energy generation model from municipal waste is installed and commissioned with a capacity of **2.0 MW**.

**Results 3**

Under Budget Support

- 3.1 Enhanced energy service in public sector by the use of REEE in the Construction Sector – through, inter alia, 20 EE audits, EE enforcement code-labelling & standards-standardisation, accreditation and certification (in collaboration with Jordan Institute for Standards and Metrology - JSIM).
- 3.2 Enhanced and modernised energy services in public sector through EE measures (e.g. insulation, double glazing, rehabilitation) while increased the use of SWH and PV in 5 to 10 main public buildings.<sup>13</sup>
- 3.3 Trained Engineers and technicians from the Association of construction operators and Association of Engineers (**200** staff).
- 3.4 5-6 projects for installation of LED bulbs in Municipalities –rural areas are fully completed.

**Results 4**

Under Budget Support

- 4.1 200 Solar Water pumping Systems for Jordan Valley and 100 units for the highlands area for irrigation and enhancement of the agro business in Jordan (Nexus approach: energy, water and food) are installed.

Under Complementary support

- 4.2 Decentralised REEE facilities (P.V Solar Power and enhanced efficiency measures), installed and operated at the main three-five domestic Water Pumping Stations.

**Further complementary support results:**

- Established awareness and lobbying modalities and operations
- Enhanced communication, visibility, reforms, training, outreach and dissemination strategy for REEE promotional programme through the planned TA.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a Financing Agreement, signed with the partner country, referred to in the budget (Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

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<sup>13</sup> Proposed public buildings are MoEnv; MEMR, EMRC etc.



## 5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements are implemented is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

## 5.3 Implementation of the budget support component

### 5.3.1 *Rationale for the amounts allocated to budget support*

The amount allocated for budget support component is EUR **47.5** million, and for complementary support is EUR 42.5 million. This amount is based on the identification and formulation analysis that showed the need to support the REEE sectors across different development sectors. For the water sector a special feasibility study by EBRD on investing in REEE solutions in the main pumping stations showed that the needed investment cost for few of the main stations exceeded JOD 250 million. Furthermore, the fund JREEEF has an allocation of JOD 20 million to facilitate its activities. Jordan has clear set targets to enhance the REEE sector development towards 2020 and 2025. The latest response plan to mitigate the impact of the Syrian Crisis shows the need to invest in RE in host communities for an estimated USD 30 million, and to install Solar Water Heaters for a projection of USD 25 million, which are major challenges for the country. In order to enhance this, the EU support is designed to support meeting these targets.

### 5.3.2 *Criteria for disbursement of budget support*

- a) **The general conditions for disbursement of all tranches** are as follows:
- Satisfactory progress in the implementation of the sector policy and/or Energy strategy 2007-2020 and continued credibility and relevance thereof;
  - Implementation of a credible stability-oriented macroeconomic policy;
  - Satisfactory progress in the implementation of Comprehensive Reform Strategy of PFM 2014-2017 and/or its future follow-up programmes;
  - Satisfactory progress with regard to the public availability of timely, comprehensive and sound budgetary information.
- b) **The specific conditions for disbursement** that may be used for variable tranches are performance criteria and indicators relating to five broad components of REEE II policies and strategies:
- 1) The proper updated definition and contents of policies and strategies, and full government's commitment to strategy implementation, in particular the results in terms of energy generation from renewable sources and energy saved;
  - 2) The update, preparation and adoption of legislation, regulations and standards;
  - 3) The restructuring and organisation of responsible institutions and establishments of the cooperation model (JREEEF and NERC) and policy

dialogue, so that the REEE II sector is capable of updating and implementing strategies and programme development;

- 4) The provision of works, services and infrastructures for REEE in different sectors: water, construction, street lighting and environment (mitigation and adaptation measures);
- 5) The development of adequate monitoring and evaluation methods and procedures.

The chosen performance targets and indicators to be used for disbursements will apply for the duration of the programme. However, in duly justified circumstances, the MOPIC may submit a request to the Commission for the targets and indicators to be changed. The changes agreed to the targets and indicators may be authorised by exchange of letters between the two parties.

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

### *5.3.3 Budget support details*

Four tranches are indicatively foreseen, one fixed and three variable tranches. Budget support is provided as direct untargeted budget support to the national Treasury. The crediting of the Euro transfers disbursed into Jordanian dinar will be undertaken at the appropriate exchange rates in line with the relevant provisions of the financing agreement.

## **5.4 Implementation modalities for complementary support of budget support**

### **5.4.1 Grants: Call for proposals to CSOs for effective awareness on REEE (direct management)**

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

The global objective of the call is to contribute to the development and implementation of effective awareness, communication and lobbying activities that would be used to help Jordan reach its renewable energy and energy efficiency targets for 2020, and setting models for the climate change agenda and green economy enhancement by REEE developments and promoting cooperation between CSOs and Private/ Public sector around RE and EE initiatives.

- (b) Eligibility conditions

Potential applicants include legal persons and specific type of organisations such as: non-governmental organisation, local authority, private entities with a particular link with RE and/or EE, international (inter-governmental) organisation as defined by Article 43 of the Rules of application of the EU Financial Regulation and be established in a Member State of the European Union or in Jordan (this obligation does not apply to international organisations) and be directly responsible for the preparation and management of the action with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is EUR 100,000-200,000 and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-

beneficiaries).The indicative duration of the grant (its implementation period) is 18-24 months.

(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 80% of the eligible costs of the action.

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 maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call

Second quarter of 2017.

#### 5.4.2 Indirect management with EBRD.

A part of this action may be implemented in indirect management with EBRD in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails to install REEE applications in main water pumping stations, and to demonstrate a "waste to energy" model in Amman. This implementation is justified since both areas are main priorities to enhance REEE development, and EBRD have started working on both areas with the relevant Jordanian authorities. The EU support will thus build on the existing experience of EBRD.

The entrusted entity would carry out the following budget-implementation tasks:

- The action will support developing 3-5 REEE applications in water pumping stations, based on the existing feasibility study implemented by EBRD. This will be done fully by EBRD from design, tender, contracting and implementation.
- As for the waste to energy project, the Government of Jordan is working through different municipalities to enhance proper waste management practices, including energy generation. EBRD has already provided a loan for Greater Amman Municipality in this regard, and the action will build on this potential to do a demonstration site for a main transfer station. This will be done fully by EBRD from design, tender, contracting and implementation.

If negotiations with the above-mentioned entrusted entity fail, that part of this action may be implemented in indirect management with the French Development Agency (AFD). The implementation by this alternative entrusted entity would be justified because they have existing projects within the same areas with the Government of Jordan, and established good working mechanisms. The alternative entrusted entity would basically take over the same tasks, to install REEE applications in main water pumping stations, and to demonstrate a "waste to energy" model in Amman.

The EBRD is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. The Commission's

authorising officer responsible deems that, based on the compliance with the ex-ante assessment based on Regulation (EU, Euratom) No 1605/2002 and long-lasting problem-free cooperation, the international organisation can be entrusted with budget-implementation tasks under indirect management.

#### 5.4.3 Procurement

A Technical Assistance Team (TAT) will assist the Beneficiary in the implementation of the project, including the provision of:

- Technical expertise tasks, including giving the needed support to MEMR and different stakeholders/partners on both project component and Sector Budget Support component.
- Administrative, preparatory and ancillary tasks relating to planning, monitoring, reporting on project components, procurement, and financial management.
- Communication and awareness plans/actions as set in their TOR.

<i>Subject in generic terms, if possible</i>	<i>Type (works, supplies, services)</i>	<i>Indicative number of contracts</i>	<i>Indicative trimester of launch of the procedure</i>
Technical Assistance	TA+ evaluation/appraisal/s (services)	3	1 <sup>st</sup> quarter 2016

These tasks will involve neither the exercise of public authority nor the use of discretionary powers of judgement.

The TA team will be hosted in the premises of MEMR who in turn will provide the required facilities. The TA will work under terms of reference agreed by both the Beneficiary and the EU.

#### 5.5 Scope of geographical eligibility for procurement and grants

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

The Commission's authorising officer responsible may extend the geographical eligibility 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 in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

#### 5.6 Indicative budget

**This budget has been set based on the** contribution for an amount of EUR 45 million from the general budget of the European Union for 2015 and for an amount of EUR 45 million from the general budget of the European Union for 2016, subject to the availability of appropriations following the adoption of the relevant budget:

	<b>2015 EU</b>	<b>2016 EU</b>	<b>EU</b>	<b>Indicative</b>

	<b>contribution (amount in million EUR)</b>	<b>contribution (amount in million EUR)</b>	<b>contribution (amount in million EUR)</b>	<b>third party contribution, in currency identified</b>
<b>5.3.- Budget support Sector Reform Contract</b>	18	29.5	47.5	
<b>5.4. – Complementar y support</b>	27	15.5	42.5	
5.4.1 – Call for proposals CSOs (direct management)	0	0.5	0.5	0.25
5.4.2 – PAGODA (indirect management)	20	15	35	
5.4.3 - Procurement (direct management)	4.5	0	4.5	
5.9 – Evaluation, 5.10 - Audit	0.5	0	0.5	N.A.
5.11 – Communication and visibility	0.5	0	0.5	N.A.
Contingencies	1.5	0	1.5	N.A.
<b>Totals</b>	45	45	90	0.25

## **5.7 Organisational set-up and responsibilities**

### *5.7.1 General organisation*

The Ministry of Planning and International Cooperation (MoPIC) is the signatory of the Financing Agreement and the project supervisor, 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. MoPIC may assign a staff/team to work on managing/monitoring/facilitating this programme.

A Programme Steering Committee (SC) will be formed and will meet at least three times a year to endorse strategic orientations, oversee programme execution, and facilitate implementation of the activities. The SC will be chaired by the MoPIC. It will include representatives from the MEMR, MoWPH, MoWI, MoEnv, MoF and EMRC, NERC and EU Delegation as well; and its composition will reflect the variety of stakeholders in the programme. NEPCO and GAM may be asked to join certain meetings under the Steering committee structure. Also possible CSOs, private sector representatives may also take part according to their set roles needed, which will enhance Policy dialogue to develop the REEE sector.

The SC will monitor the overall implementation of the project, review project progress, coordinate the different results areas and guide the actions to the successful achievement of the project objectives. It approves the reports and work plans. It will also help coordinate between all Jordanian institutions and groups likely to be involved in the project.

A *Technical Committee*, chaired by the MEMR as a Secretariat, will be set and will report to the Steering Committee to facilitate implementation of the activities including technical and financial planning. The composition will reflect the variety of stakeholders in the REEE promotion and reform effort. It will include at least one representative of each of the following institutions: MEMR, MOPIC, MoPWH, MoWI, MoEnv, NEPCO, GAM, Private sector (represented by the Chamber of Commerce, Associations and Foundations, Vocational Training Corporation, and JISMO, NERC, and HCST. The EU technical assistance will participate in the Technical Committee as an advisor. 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 non-governmental organisations will be called upon when needed.

The management and implementation of sub-components mentioned in section 5.4.2 shall be carried out under indirect management by EBRD Institution on behalf of the Ministry of Water and Irrigation (MoWI) and Greater Amman Municipality (GAM). The implementation phase of these sub-components is going to start only after the signature of a delegation agreement with EBRD. The implementation, follow-up and reporting will be carried out pursuant to the rules and procedures set out in the practical guide to EU procedures.

## **5.8 Performance 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 (for project modality) or the list of result indicators (for budget support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

## **5.9 Evaluation**

Having regard to the nature of the action, a final and ex-post evaluation will be carried out for this action or its components, via independent consultants contracted by the Commission. A mid-term evaluation might also take place.

The mid-term evaluation, if any, will be carried out for problem solving and learning purposes, in particular with respect to the intention to launch a second phase of the action.

Final and ex-posts evaluations will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that some of the activities are covering innovative actions such as waste to energy and others which can be considered as a pilots.

The Commission shall inform the implementing partner at least 1 month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

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

Indicatively, 2 contracts for evaluation services shall be concluded in 2018.

## **5.10 Audit**

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

## **5.11 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above. The TA team will help implement this plan.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

The communication and visibility measures might be implemented by way of procurement (beyond the procurement foreseen in section 0 with an overall budget allocation EUR 0.5 million, while the type of contract will be decided during the implementation process (including use of framework contracts, if needed). The launching of the procedures might be in 2016.



## APPENDIX 1- INDICATIVE LOG FRAME MATRIX (FOR PROJECT MODALITY)

Project title: Support to Renewable Energy and Energy Efficiency Programme in Jordan, total EU contribution: EUR 90,000,000

The inputs, the expected direct and induced outputs and all the indicators, targets and baselines included in the list of result indicators are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The table with the indicative list of result indicators will evolve during the lifetime of the action: new columns will be added for intermediary targets (milestones), when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	BASELINE 2015	TARGETS	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>OVERALL OBJECTIVE</b>	to contribute to the development and implementation of effective policies that would help Jordan reach its renewable energy and energy efficiency (REEE) targets for 2020.	-Renewable energy contribution to the Energy mix. - Energy efficiency/savings (EE) based on the 2007 energy consumption.	- 1.5% RE in energy mix - 5% EE	-4% RE in energy mix by 2017 (MEMR) -6% RE in energy mix by 2019 (MEMR) -11% EE in 2017(MEMR) -18% EE in 2019(MEMR)	<ul style="list-style-type: none"> <li>● Publications/reports of MEMR, energy balance &amp; statistics.</li> <li>● Publications/reports and web site of the EMRC and NEPCO. MEMR monitoring and evaluation reports and milestones</li> </ul>	<ol style="list-style-type: none"> <li>1. The statistics and energy information system available at MEMR are further improved for reaching the REEE targets.</li> <li>2. Proper use of the EU Programme for capacity development and for setting a schedule for progress including definition of milestones and monitoring/supervision for verifying the indicators.</li> <li>3. External TA to reach the REEE targets will be provided by the EU Programme.</li> <li>4. Government of Jordan (GOJ) will continue to attract developers to implement an average of 100 megawatt RE projects annually.</li> <li>5. GOJ will implement REEE into main development sectors</li> </ol>

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	BASELINE 2015	TARGETS	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>SPECIFIC OBJECTIVES</b>	<p>To complement the relevant institutional, legislative and fiscal reforms, creating the enabling environment to mobilise public and private actors, in order to achieve the sector goals</p> <p>To contribute to full scale implementation of activities for enhancing sustainable production and consumption patterns and inducing behavioural changes.</p>	<ol style="list-style-type: none"> <li>1. Number of legal and regulatory framework and institutional structure for reaching the REEE adopted/in place enhanced by MEMR and EMRC to raise more participation from the private sector.</li> <li>2. REEE applications are reflected in MEMR MTEF and confirmed within their annual budgets</li> <li>3. Legal and regulatory framework for ESCOs setting is prepared and approved by MEMR and EMRC</li> </ol>	<ol style="list-style-type: none"> <li>1- the set of laws and regulations as in 2014 (updated 2012 REEE law by MEMR, direct proposals by-law and related regulations under EMRC namely the Wheeling regulation)</li> <li>2 - MEMR MTEF : JOD 2 million</li> <li>3 - 0, not existing</li> </ol>	<ol style="list-style-type: none"> <li>1-Update Sector plans namely NEEAP and RENAP including implementation, monitoring and evaluation, and further develop the regulatory and legal frameworks in line with merging needs (MEMR &amp; EMRC), with a focus on the ESCOs regulation/s</li> <li>2- 1, with monitoring reports (MEMR)</li> <li>3- 1(MEMR &amp; EMRC)</li> </ol>	<ul style="list-style-type: none"> <li>● updated legal, regulatory and sector plans, including private sector and ESCO related frames</li> <li>● National gazette</li> <li>● Annual reports and publications of MEMR, NEPCO and EMRC</li> <li>● GOJ annual budget, and MEMR MTEF</li> </ul>	<ol style="list-style-type: none"> <li>1. The GoJ is willing and active in REEE development through establishing/ supporting/ funding appropriate departments, units or institutions, to take responsibility for: <ul style="list-style-type: none"> <li>– Relevant legislation/ standards;</li> <li>– Budgeted action plans;</li> <li>– Coordination with other ministries and stakeholders;</li> <li>– Monitoring the enforcement of legislation;</li> <li>– Market- and consumer-oriented activities leading to RE &amp; EE investments on both sides: generation and consumption.</li> </ul> </li> <li>2, GOJ ensures Donor coordination for better development of the REEE sector</li> </ol>

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	BASELINE 2015	TARGETS	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>INDIRECT MANAGEMENT COMPONENT with EBRD</b>						
<b>PRIORITY AREA 4: Provision of decentralised REEE facilities (P.V Solar Power Plant), installed and operated at the main three-five domestic Water Pumping Stations</b>						
<b>PRIORITY AREA 2: Electricity Generation Capacity of RE and EE</b>						
<b>OUTPUTS 1</b>	<ul style="list-style-type: none"> <li>◆ Decentralised REEE facilities (PV solar power plant), installed and operated at the main 3-5 Domestic Water Pumping Stations (Zai station; Azraq station, Zaatari and possibly at Zaraa Maen, and Wadi Arab old station)</li> <li>◆ An energy generation model from municipal waste is installed and commissioned</li> </ul>	<ol style="list-style-type: none"> <li>1. number of key water pumping stations equipped with REEE technologies</li> <li>2. A waste to energy model for electricity generation and heat is implemented in Amman through tendering to transform a current waste transfer station to an energy generation facility, connected to the Grid</li> </ol>	<ul style="list-style-type: none"> <li>• 0</li> <li>• 0</li> </ul>	<ul style="list-style-type: none"> <li>• 3-5 by 2019 (EBRD/MOWI);</li> <li>• 1 (2 MW facility) by 2017 (EBRD/GAM)</li> </ul>	<ul style="list-style-type: none"> <li>• Annual reports and website of MoWI and GAM</li> <li>• Project design documents including cost benefit analysis, and tender documents</li> <li>• Monitoring and evaluation reports</li> <li>•</li> </ul>	<ol style="list-style-type: none"> <li>1. EU Delegation to sign a PAGODA agreement/s with EBRD to implement both support projects to the water sector and the waste to energy model</li> <li>2. Land area is cleared by MoWI for the PV system</li> <li>3. Full collaboration of the Ministry with firms for installation</li> <li>4. Feasibility study with costing and financial viability is within the allocated funds by EU</li> <li>5. Social and environmental impacts assessment is conducted</li> <li>6. 2 MW energy generated and operated under GAM</li> <li>7. GOJ to facilitate the interconnection of the RE facilities for water sector and Waste sector, into the grid, and provide needed licences and agreements</li> </ol>
<b>COMPLEMENTARY SUPPORT</b>						
<i>Action: Establishment and implementation of a CSOs call for proposals</i>						

	<b>INTERVENTION LOGIC</b>	<b>OBJECTIVELY VERIFIABLE INDICATORS</b>	<b>BASELINE 2015</b>	<b>TARGETS</b>	<b>SOURCES OF VERIFICATION</b>	<b>ASSUMPTIONS</b>
<b><u>OUTPUTS 2</u></b>	♦ REEE awareness campaigns and lobbying actions by NGOs/CSOs	1. Number of grants allocated to NGOs/CSOs for REEE awareness and lobbying	<ul style="list-style-type: none"> <li>• 0</li> </ul>	<ul style="list-style-type: none"> <li>• 2-3 grants by 2017 (EU)</li> </ul>	<ul style="list-style-type: none"> <li>• Press and media surveys and reports</li> <li>• Labour marked statistics &amp; surveys for involvement of women and youth</li> <li>• Call for proposal documentation</li> </ul>	<ol style="list-style-type: none"> <li>1. Participation of NGOs/CSOs and private business associations in the call</li> <li>2. Communication and awareness campaigns are launched by NGOs/ CSOs and private business associations enhancing EU visibility</li> </ol>
<b>Action: TECHNICAL ASSISTANCE</b>						
<b><u>OUTPUTS 3</u></b>	♦ Enhanced communication, visibility, reforms, training, outreach and dissemination strategy for REEE promotional programme through the planned Technical Assistance (TA)	<ol style="list-style-type: none"> <li>1. Number of participants to the planned TA</li> <li>2. Number of REEE awareness/communication campaigns by GOJ</li> <li>3. Monitoring and Evaluation of the TA activities</li> </ol>	<ul style="list-style-type: none"> <li>• 0</li> <li>• 0</li> <li>• 0</li> </ul>	<ul style="list-style-type: none"> <li>• 200 between 2016-2018 (EU)</li> <li>• 1 national campaign in 2017 (EU with MEMR leading)</li> <li>• TA annual reports and questionnaire for trainees evaluation (2016-2019) (TA with EU)</li> </ul>	<ul style="list-style-type: none"> <li>• TA tenders, and workplans</li> <li>• Curricula &amp; Syllabus</li> <li>• Participation lists</li> <li>• Personal evaluation certificates</li> <li>• Participant's evaluation reports.</li> <li>• External monitoring &amp; evaluation reports</li> <li>• Participants' answered questionnaires</li> <li>• Social media, general media and interviews,.etc.</li> </ul>	<ol style="list-style-type: none"> <li>1. Availability of qualified international experts</li> <li>2. ToRs for TA are based on a detailed demand analysis</li> <li>3. Willingness of the technicians and engineers, bankers, farmers etc. to receive training</li> </ol>

## APPENDIX 2- INDICATIVE LOG FRAME MATRIX (FOR SECTOR BUDGET SUPPORT)

Project title: Support to Renewable Energy and Energy Efficiency Programme in Jordan, total EU contribution: EUR 90,000,000

The inputs, the expected direct and induced outputs and all the indicators, targets and baselines included in the list of result indicators are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The table with the indicative list of result indicators will evolve during the lifetime of the action: new columns will be added for intermediary targets (milestones), when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	BASELINE 2015	TARGETS	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>OVERALL OBJECTIVE</b>	to contribute to the development and implementation of effective policies that would help Jordan reach its renewable energy and energy efficiency (REEE) targets for 2020	- Renewable energy contribution to the Energy mix - Energy efficiency/savings (EE) based on the 2007 energy consumption	- 1.5% RE in energy mix - 5% EE	-4% RE in energy mix by 2017 (MEMR) -6% RE in energy mix by 2019 (MEMR) -11% EE in 2017(MEMR) -18% EE in 2019(MEMR)	<ul style="list-style-type: none"> <li>● Publications/reports of MEMR, energy balance &amp; statistics</li> <li>● Publications/reports and web site of the EMRC and NEPCO</li> <li>● MEMR monitoring and evaluation reports and milestones</li> </ul>	<ol style="list-style-type: none"> <li>1. The statistics and energy information system available at MEMR are further improved for reaching the REEE targets</li> <li>2. Proper use of the EU Programme for capacity development and for setting a schedule for progress including definition of milestones and monitoring/supervision for verifying the indicators</li> <li>3. External TA to reach the REEE targets will be provided by the EU Programme</li> <li>4. GOJ will continue to attract developers to implement an average of 100 megawatt RE projects annually</li> <li>5. GOJ will implement REEE into main development sectors</li> </ol>

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	BASELINE 2015	TARGETS	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>SPECIFIC OBJECTIVES</b>	<p>To complement the relevant institutional, legislative and fiscal reforms, creating the enabling environment to mobilise public and private actors, in order to achieve the sector goals</p> <p>To contribute to full scale implementation of activities for enhancing sustainable production and consumption patterns and inducing behavioural changes</p>	<ol style="list-style-type: none"> <li>1. legal and regulatory framework and institutional structure for reaching the REEE targets are in place, and enhanced by MEMR and EMRC to meet arising needs for sector development, with more participation from the private sector</li> <li>2. REEE applications are reflected in MEMR MTEF and confirmed within their annual budgets</li> <li>3. Legal and regulatory framework for ESCOs setting is prepared and approved by MEMR and EMRC</li> </ol>	<ol style="list-style-type: none"> <li>1- the set of laws and regulations as in 2014 (updated 2012 REEE law by MEMR, direct proposals by-law and related regulations under EMRC namely the Wheeling regulation)</li> <li>2 - MEMR MTEF : JOD 2 million</li> <li>3 - 0, not existing</li> </ol>	<ol style="list-style-type: none"> <li>1-Update Sector plans namely NEEAP and RENAP including implementation, monitoring and evaluation, and further develop the regulatory and legal frameworks in line with merging needs (MEMR &amp; EMRC) with a focus on the ESCOs regulation/s</li> <li>2- 1, with monitoring reports (MEMR)</li> <li>3- 1(MEMR &amp; EMRC)</li> </ol>	<ul style="list-style-type: none"> <li>● updated legal, regulatory and sector plans, including private sector and ESCO related frames</li> <li>● National gazette</li> <li>● Annual reports and publications of MEMR, NEPCO and EMRC</li> <li>● GOJ annual budget, and MEMR MTEF</li> </ul>	<ol style="list-style-type: none"> <li>1. The GoJ is willing and active in REEE development through establishing/ supporting/ funding appropriate departments, units or institutions, to take responsibility for: <ul style="list-style-type: none"> <li>– Relevant legislation/ standards;</li> <li>– Budgeted action plans;</li> <li>– Coordination with other ministries and stakeholders;</li> <li>– Monitoring the enforcement of legislation;</li> <li>– Market- and consumer-oriented activities leading to RE &amp; EE investments on both sides: generation and consumption.</li> </ul> </li> <li>2. GOJ ensures Donor coordination for better development of the REEE sector</li> </ol>

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	BASELINE 2015	TARGETS	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>PRIORITY AREA 1: Institutional, legislative, regulatory and strategic framework</b>						
<b>INDUCED OUTPUTS 1</b>	<ul style="list-style-type: none"> <li>- An average of 100 Megawatt/year RE investments are accomplished within 2016-2018;</li> <li>- A national REEE cooperation model (possible future Agency structure ) is established and operates efficiently;</li> <li>- A Policy stakeholder dialogue structure representing all Partners is established, recognised and operationalised.</li> <li>- A NEPCO vision for RE beyond 2020/Grid is formulated and set including the technical conditions.</li> </ul>	<ul style="list-style-type: none"> <li>- Introduction of 1-2% RE annually (of the energy mix) into the national grid</li> <li>- Establishment of REEE cooperation model to enhance REEE sector development.</li> <li>- Establishment of a functional policy dialogue structure led by MEMR and meets regularly</li> <li>- Setting up of a new NEPCO strategy with RE components beyond 2020 following the finalisation of related feasibility studies/surveys</li> </ul>	<ul style="list-style-type: none"> <li>● 1.5 % of RE into the energy mix of Jordan</li> <li>● Signed MOU for cooperation between JREEEF and NERC</li> <li>● 0 (no structured dialogue)</li> <li>● 0 (no clear vision for NEPCO on RE beyond 2020)</li> </ul>	<ul style="list-style-type: none"> <li>● 2016: 100 megawatt</li> <li>2017:100 megawatt</li> <li>2018:100 megawatt</li> <li>2019: 100 megawatt (MEMR)</li> <li>● 2016: start with technical surveys/studies for REEE sector</li> <li>● 2017-2019: joint reporting including monitoring reports for REEE sector development (JREEEF &amp; NERC)</li> <li>● 1 by 2016 (MEMR)</li> <li>● 1 by 2019 (NEPCO)</li> </ul>	<ul style="list-style-type: none"> <li>● Signed MoUs &amp; contracts – between JREEEF and NERC (cooperation model)</li> <li>● Policy dialogue forums, meetings minutes, invitations</li> <li>● MEMR, EMRC, MoPWH reports and publications</li> <li>● Assessment reports on NEPCO's role in the revised strategies concerning RE inclusion and grid extension beyond 2020</li> <li>● NEPCO grid study</li> </ul>	<ul style="list-style-type: none"> <li>1.GOJ continues its policy to attract RE developers to support electricity generation</li> <li>2. International donor agencies and development banks intend to support/ fund REEE related activities and interventions</li> <li>3.The RE/EE cooperation model has needed organisation targeted to RE/EE consumers / investors markets and support departments on economics monitoring, training and communication; with a sustainable budget</li> <li>4. NEPCO revises its vision beyond 2020 to include further RE projects</li> </ul>

	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	BASELINE 2015	TARGETS	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>PRIORITY AREA 2: Electricity Generation Capacity of RE and EE</b>						
<b>OUTPUTS 2</b>	<ul style="list-style-type: none"> <li>◆ A 5-7 MW PV Power Plant in the area of Al AZRAQ is installed and operated;</li> <li>◆ Enhanced/ strengthened Solar Water Heater Systems use, with installation of 20,000 units all over the country;</li> <li>◆ Strengthened PV Roof Top systems and in particular in rural areas through dissemination strategy and financing support for 1000 systems;</li> </ul>	<ol style="list-style-type: none"> <li>1. Tender to install a 5-7 MW PV plant and connect it to the Grid in Al Azraq is finalised</li> <li>2. Number of installed SWH systems in residential areas by MEMR</li> <li>3. Technical surveys and tenders/call for applications to install 1000 PV roof top systems at public and residential buildings by MEMR are finalised and PV systems are connected to the Grid</li> </ol>	<p>1- 0 2- 2500 3- 0</p>	<ul style="list-style-type: none"> <li>• 5-7 MW facility In 2018 (MEMR)</li> <li>• 2017: 12500 SWH, 2019:22500 SWH (MEMR)</li> <li>• 2017:500, 2019:1000 (MEMR)</li> </ul>	<ul style="list-style-type: none"> <li>• Annual reports and web site of MEMR and JREEF/NERC cooperation model</li> <li>• Contract with buildings owners/land allocation &amp; clearance (where needed)</li> </ul>	<ol style="list-style-type: none"> <li>1. GOJ and Private sector and CSOs are jointly developing capacity for REEE projects</li> <li>2. GOJ will support solar water heaters and PV systems penetration</li> <li>3. Feed in tariffs are attractive for house owners and operators</li> <li>4. User groups (private and commercial) are aware of the advantage of investing in REEE in order to minimise energy expenditure in the long run</li> <li>5. Collaboration and effective cooperation /communication with NERC by JREEEF/MEMR</li> </ol>
<b>PRIORITY AREA 3: Cross-sectorial REEE applications (Construction and Street Lighting)</b>						
<b>OUTPUTS 3</b>	<ul style="list-style-type: none"> <li>◆ Enhanced energy service in public sector by introduction of REEE mainly in the Construction Sector</li> </ul>	Finalisation of the EE rehabilitation of public buildings, by MOPWH	<ul style="list-style-type: none"> <li>• 0</li> </ul>	<ul style="list-style-type: none"> <li>• 5 by 2017</li> <li>• 5 by 2019 (MOPWH)</li> </ul>	<ul style="list-style-type: none"> <li>• Energy audits balance sheet for public buildings</li> <li>1. MOPWH reports showing 5-10 public buildings have undergone a full rehabilitation based EE (insulation, glazing, efficient lamps, use of efficient appliances ...etc</li> </ul>	<ol style="list-style-type: none"> <li>1. Qualified international expertise is made available</li> <li>2. Effective participation of the private sector (e.g. Public buildings owners/occupiers are collaborating with MoPWH</li> </ol>



	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	BASELINE 2015	TARGETS	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>OUTPUTS 3</b>	◆ Modernised and enhanced street lighting	6-7 pilot street lighting with REEE technologies installed by MOPWH	• 0	• 7 by 2019 (MOPWH)	<ul style="list-style-type: none"> <li>• Cost benefit analysis</li> <li>• Public media reports</li> <li>• LEDs have been installed on street lighting</li> </ul>	<ol style="list-style-type: none"> <li>1. LED bulbs of satisfactory quality are available</li> <li>2. Authorities responsible for Streets lighting and cooperate</li> </ol>
<b>PRIORITY AREA 4: Provision of REEE services and demand side management in the Water and Irrigation Sector</b>						
<b>OUTPUTS 4</b>	◆ Mitigation and Adaptation: measures for climate change: REEE support to rural enterprises by providing solar water pumping Systems for enhancement of agro business in Jordan (Jordan Valley and highlands)	number of SWP units installed in the Jordan valley and the highlands	• 0	• 200 in JV and 100 in the highlands (2019) (MOENV)	<ul style="list-style-type: none"> <li>• Cost benefit analysis</li> <li>• Public media reports</li> <li>• Process monitoring reports of 200 units of SWP in Jordan Valley and 100 SWP in Highlands</li> <li>• Documentation on environmental and social impacts (e.g. reduction of CO<sup>2</sup> emissions)</li> </ul>	<ol style="list-style-type: none"> <li>1. MOENV to lead the efforts to achieve this result</li> <li>2. Only proven technology is implemented</li> <li>3. Effective quality control of technology is available and applied</li> <li>4. Tender document and contracts award</li> <li>5. 300 solar water pumping systems operationalised</li> <li>6. Financial mechanism is documented</li> <li>7. Support and collaboration of NGOS (Farmers Association) and JVA</li> </ol>