



Brussels, 4.12.2014
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COMMISSION IMPLEMENTING DECISION

of 4.12.2014

**on the 2014 special measure in favour of Jordan for the Syria crisis 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 action¹ 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 1605/2002², and in particular Article 84(2) thereof,

Whereas:

- (1) Jordan is at the moment hosting more than 600,000 refugees from Syria, around half of whom are children of school-age, in addition to approximately 14,500 Palestine Refugees from Syria (PRS) recorded with the United Nations Relief and Works Agency (UNRWA) in Jordan.
- (2) The objectives pursued by the measure to be financed under Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument³ are to support the Jordanian authorities in coping with the pressure on the basic services delivery, in particular in education, and to alleviate the burden on the host communities.
- (3) The protracted crisis with the steady increase of refugees requires an additional and urgent effort to address the recent developments and especially the growing tensions in the social fabric.
- (4) The Action entitled "Support to the Response to the Syria Crisis in Jordan" will contribute to supporting the co-ordination framework established by the Government of Jordan, in response to the Syria crisis; support recovery opportunities for Syrian refugees and host communities and strengthen the resilience of Palestine Refugees from Syria in Jordan. It will be implemented by a call for proposals for non-governmental organisations; the United Nations Development Programme, (UNDP); and the United Nations Relief and Works Agency for Palestine Refugees (UNRWA).
- (5) The Action entitled "Support to the Ministry of Education to deal with the Syrian Refugee Crisis" will contribute to allowing up to 140,000 Syrian refugee children to attend Jordanian government schools, training of teachers for this purpose and psycho-

¹ OJ L 77, 15.3.2014, p. 95.

² OJ L 298, 26.10.2012, p. 1.

³ OJ L 77, 15.3.2014, p. 27.

social support. It will be implemented primarily by budget support, supplemented by technical assistance and a call for proposal for civil society organisations.

- (6) The Action entitled “Provision of Higher Education to Syrian Youth affected by the Crisis, in Jordan” will contribute to providing services to allow Syrian Internally Displaced Persons and Refugees in Jordan, Lebanon and Syria to undertake higher education studies. It will be implemented through by direct management through the provision of services and grants for all three components.
- (7) It is necessary to adopt a financing decision the detailed rules on which are set out in Article 94 of Commission Delegated Regulation (EU) No 1268/2012⁴.
- (8) 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 Annexes 1 (sections 4.3.2 and 4.3.3), 2 (section 4.4.1) and 3 (section 4.3.2).
- (9) The authorising officer responsible should be able to award grants without a call for proposals provided that the conditions for an exception to a call for proposals in accordance with Article 190 of Delegated Regulation (EU) No 1268/2012 are fulfilled.
- (10) 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.
- (11) Pursuant to Article 94(4) of Delegated Regulation (EU) No 1268/2012, the Commission should define changes to this Decision that are not substantial in order to ensure that any such changes can be adopted by the authorising officer responsible.
- (12) The actions 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 2014 special measure in favour of Jordan for the Syria crisis, as set out in the Annexes, is approved.

The measure shall include the following actions:

- Annex 1: Support to the Response to the Syria Crisis in Jordan;
- Annex 2: Support to the Ministry of Education to deal with the Syrian Refugee Crisis;
- Annex 3: Provision of Higher Education to Syrian Youth affected by the crisis, in Jordan.

⁴ 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).

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 66 million and shall be financed from the budget line 21 03 01 02 of the general budget of the European Union for 2014.

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

Article 3

Implementation modalities

The section “Implementation Issues” of the Annexes referred to in the second paragraph of Article 1 sets out the elements required by Article 94(2) of Delegated Regulation (EU) No 1268/2012.

Grants may be awarded without a call for proposals by the authorising officer responsible in accordance with Article 190 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 referred to in the first paragraph of Article 2, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution, as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 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 a 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, 4.12.2014

For the Commission
Johannes HAHN
Member of the Commission

ANNEX 1

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

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

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

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

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

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

Support to the Jordan Response Platform for the Syria Crisis

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

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

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

Support to recovery opportunities for Syrian refugees and host communities

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

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

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

innovative sectors entailing skills development and related entrepreneurship development.

Palestine Refugees from Syria

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

2.2. Context

2.2.1. Country context

2.2.1.1. Economic and social situation and poverty analysis

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

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

² ECHO & UN Emergency Fund.

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

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

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

2.2.2. *Sector context: policies and challenges*

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

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

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

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

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

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

Recovery

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

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

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

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

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

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

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

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

PRS

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

Target group

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

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

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

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

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

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

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

2.3. Lessons learnt

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

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

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

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

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

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

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

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

2.4. Complementary actions

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

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

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

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

2.5. Donor co-ordination

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

¹⁰ Chatelard, 2011b.

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

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

3. DETAILED DESCRIPTION

3.1. Objectives

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

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

3.2. Expected results and main activities

The expected results and main activities are:

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

Programme description

Co-ordination framework

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

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

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

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

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

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

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

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

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

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

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

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

3.3. Risks and assumptions

Assumptions

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

Risks

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

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

3.4. Cross-cutting issues

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

3.5. Stakeholders

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

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

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

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

4.2. Indicative operational implementation period

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

4.3. Implementation components and modules

The chosen implementation modules are:

4.3.1. Procurement (Direct management)

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

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

4.3.2. Grants: call for proposals (direct management)

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

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

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

- (b) Eligibility conditions

Eligible applicants will be subject to the following indicative conditions:

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

- (c) Essential selection and award criteria

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

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

- (d) Maximum rate of co-financing

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

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

- (e) Indicative quarter to launch the call

2nd quarter of 2015.

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

Not applicable.

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

UNDP

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

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

- (b) Justification of a direct grant

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

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

- (c) Eligibility conditions

Not applicable.

- (d) Essential selection and award criteria

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

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

- (e) Maximum rate of co-financing

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

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

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

1st quarter of 2015.

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

Not applicable.

UNRWA

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

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

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

(b) Justification of a direct grant

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

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

(c) Eligibility conditions

Not applicable.

(d) Essential selection and award criteria

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

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

(e) Maximum rate of co-financing

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

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

1st quarter of 2015.

(g) Exception to the non-retroactivity of costs

Not applicable.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

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

4.5. Indicative budget

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

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

4.6. Performance monitoring

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

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

4.7. Evaluation and audit

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

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

4.8. Communication and visibility

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

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

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

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

EN

ANNEX 2

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

Action Document for budget support to the Ministry of Education to deal with the Syrian refugee crisis

1. IDENTIFICATION

Title/Number	Budget support to the Ministry of Education to deal with the Syrian refugee crisis CRIS number: ENI/ 2014/037-650		
Total cost	Total amount of EU budget contribution of EUR 45 million, of which: EUR 42.5 million for budget support EUR 2.5 million for complementary support		
Budget support			
Aid method / Management mode and type of financing	Direct management Sector Reform Contract		
Type of aid code	A02 – Sector Budget Support	Markers 11120, 11130, 11220, 11320	BSAR
DAC-code	51010 – General Budget Support	Sector education	Education 11200
Complementary support			
Aid method / Management mode and type of financing	Direct management Grants- call for proposals Project approach - procurement of services		
DAC-code	11120, 11130, 11220, 11320	Sector	Education

2. RATIONALE AND COUNTRY CONTEXT

2.1. Summary of the action and its objectives

The overall objective is to assist the Government of Jordan to enhance services to help 140,000 displaced Syrian children to reintegrate the educational system by providing them with the education they need and accompanying teacher training and psychosocial support for the school years 2014-2015, 2015-2016 and 2016-2017. This programme aims at enhancing the capacity of primary and secondary education institutions in refugees' camps and host communities.

The following purposes are to be defined:

Purpose 1: To provide education in primary and secondary schools free of charge for up to 140,000 Syrian refugee children;

Purpose 2: To support pupils in host communities and camps by providing them with school books for up to 140,000 Syrian refugee children;

Purpose 3: To pay for teacher salaries to provide education in the camps and the double shift schools for up to 3,500 teachers;

Purpose 4: To pay for utilities, classroom furniture and stationary of up to 140 schools for the double shift;

Purpose 5: To open schools free of charge for other activities for Syrian refugees;

Purpose 6: To provide additional services in the double shift schools and in camps for library, computer and science education as well as accompanying inspection, psychosocial support and teacher training;

Purpose 7: To engage with civil society (parental) organisations in the camps and host communities with the (double shift) schools in the host communities and camps.

The current budget support programme is in total EUR 59.6 million, out of which EUR 29.6 million is specifically targeted to cope with the Syrian refugee crisis. This is being implemented under the EU Support to the Second Phase of the Education Reform (EUSSPER) programme¹ for the school years 2013-2014 and 2014-2015. The new budget support programme which is described in this action document is aimed to top-up and extend the existing budget support programme of EUR 29.6 million. The budget support for Syrian refugee children was calculated on the basis of 70,000 pupils while the current figure has risen to 120,000 registered pupils in host communities and camps (figures of May 2014 according to the United Nations Children's Fund - UNICEF). The numbers are expected to rise to 140,000 in the school year 2014-2015 following a back-to school campaign by UNICEF.²

Thus, the present action provides budget support for the education sector and aims to aid the Government of Jordan to continue to provide quality education services in the field of primary and secondary education in Jordan.

¹ C(2013) 6380 of 27 September 2013.

² However, it is noted that the current registration figures don't reflect the actual school participation rates which are lower. So far, retrieving accurate data on attendance rates is very difficult. The lack of information is tackled through a framework contract on education monitoring that has started in September 2014 and the development of an open education management information system (EMIS) at the Ministry of Education by the United Nations Educational, Scientific and Cultural Organization (UNESCO).

2.2. Country context

2.2.1. Main challenges towards poverty reduction/inclusive and sustainable growth

Jordan's economy grew steadily from 1999 to 2006, when gross domestic product (GDP) growth peaked at 8.0%. This period of growth led to a subsequent drop in poverty rates from 1997 (9.8%) to 2006 (6.1%), due in part to income gains but mostly as a result of Government of Jordan actions to provide subsidies and social protection measures to ensure the well-being of its population. However, in recent years, a number of forces have combined to threaten the sustainability of these gains. The global financial and economic crisis that began in late 2008 led to a sharp drop in global demand, which negatively impacted Jordan's exports. Virtually every class of goods and services exported from Jordan saw a significant drop in export volume between 2008 and 2009. Despite a number of positive policy changes in response to the worsening crisis, remittances and foreign direct investment shrank. In addition, following the advent of the Arab Spring, tourism revenues, Jordan's second largest contributor to GDP, dropped by roughly USD 568 million (16.5%), reflecting a 20% decline in the number of visitors. At the same time, regular supply of cheap natural gas from Egypt that long provided 80% of Jordan's electricity needs was severely interrupted by repeated detonations of the gas pipeline, with each interruption costing Jordan USD 3-5 million per day as the Government was forced to find alternate and more costly fuel sources.

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

Sluggish economic growth (2.9% in 2013), high energy/food subsidies, the intensification of the Syria crisis and a bloated public sector workforce, put additional pressure to Jordan's chronically high fiscal and external deficits. Against this adverse environment, macroeconomic stability has been supported by prudent fiscal and monetary policies, as well as by direct budget support by the international community. As a result, the fiscal account recorded a deficit of 11.3% of GDP in 2013 while the current account recorded a deficit of 9.8% of GDP in the same year. Despite these challenges, Jordan has made substantial progress in terms of human development. This is based on consistent levels of spending on human development like education, health, pensions, and social protection (more than 25% of the GDP). Its HDI value for 2013 is 0.7 positioning the country at 100 out of 187 countries and territories and above the average of other countries in the lower middle-income group.

The absolute poverty rate in the Kingdom stood at 14.2% in 2002, dropped to 13% in 2006, and rose to 13.3% in 2008. In 2010, it was 14.4% but due to a change in the calculation methodology, it cannot be compared with previous years. With population growth, the total number of households falling under the absolute poverty line has actually increased. Moreover, while incidence of poverty is higher in rural areas (16.8%) compared to urban areas (13.9%), there are in fact vastly greater numbers of poor in urban areas (80%) compared to rural areas (20%). This means significant regional disparities persist: the benefits of growth have been concentrated mainly in the capital and a few large cities. Jordan's economic participation rates among the lowest globally, with only 35-40% of the population above the age of 15

economically active and one of the lowest employment-to-population ratios. Merely 14% of women participate in the labour force, in comparison to 65% of men.

With 70% of Jordan's population under 30 years of age, it is estimated that 80,000 new jobs will be needed each year to avoid higher levels of unemployment and poverty. The unemployment rate among youth aged 15-24 years is estimated at nearly 60%. The unresolved issues of poverty, inequality and ineffectiveness of social policy highlight shortcomings and omissions that have been accumulating over the past years, the major ones being a lack of a coherent policy to reduce poverty, promote employability and limited public sector capacity. The 'working poor' represent 55.2% of the working-age poor population. The share of working poor is higher in urban areas (57.7%), than in rural areas (44.9%).

The private sector is constituted mostly of micro, small and medium enterprises (MSMEs), with 99% of enterprises having less than 50 employees. They are concentrated in a few geographic centres (notably Amman) and on a limited number of economic activities. The sector struggles to unleash its potential due to lack of access to credit and to a business environment that is not conducive to start-ups and expansion. The factors outlined above are compounded by the migration pattern that sent the best and brightest Jordanians to work in the Gulf, and opened doors for unskilled foreign workers to enter Jordan. The private sector thus was faced with a Jordanian workforce that is not prepared for private sector work, and a foreign workforce that is unskilled. Private sector investment is therefore tilted towards the low skill, low wage, and low productivity sectors.

Syrian refugee inflows and rerouting of regional tourism to Jordan contributed to boosting domestic demand and supporting the recovery of tourism and the growth of related services. This significantly increased pressure on public service provision and worsened public finances further. Public finances have also been negatively impacted by the conflict and the associated surge in refugees to Jordan. According to the latest United Nations High Commissioner for Refugees (UNHCR) data over 600,000 Syrian refugees are in Jordan in host communities and refugee camps. The agencies predict that there will be 800,000 refugees from Syria in Jordan by the end of 2014. Presently (July 2014) there are 308,084 children in the age group 0 to 18, and more than one third of the children currently go to school in schools in host communities or in refugee camp schools.

2.2.2. *Fundamental values*

As underlined in the European Neighbourhood Policy (ENP) Progress Report 2013, Jordan advanced on a number of issues but also faces still some unresolved challenges. Parliamentary elections which took place in January 2013 were well administered and carried out in a transparent manner, governed by the electoral law amended in 2012. A number of shortcomings of this law do however undermine the protection of universally accepted principles, such as the equality of votes and universal suffrage. In early January 2014, Parliament amended the State Security Court (SSC) law, which restricts the scope of action of this military court, but does not eliminate the possibility of civilians being tried before it. The amendments to the press and publications law, adopted in September 2012, entered into force in early June 2013. They introduced a number of requirements relating to the operation of online news portals, which the media and civil society view as a way of imposing limits on freedom of expression and adding liabilities for the editors in-chief and owners for the content posted on the sites.

2.3. Eligibility for budget support

2.3.1. Public policy

Since 2002 Jordan has 4 education sector policy vectors: (i) structuring the system to ensure lifelong learning; (ii) ensuring responsiveness of the system to the economy; (iii) accessing and utilising information and communications technologies to support effective learning and system management; (iv) ensuring quality learning experiences and environments. The objectives have been translated into a reform support programme, funded by different donors, called Education Reform for the Knowledge Economy (ERfKE) which is aimed at strengthening the basic education sector.

In 2005, the National Agenda 2006-2015 was developed, aiming at economic development; improvement of social welfare and security; fostering basic rights and freedom; and further development of services, infrastructure and economic sectors. Its policies guided the formulation of the National Education Strategy 2010-2014 (Ministry of Education 2009). Both the National Education Strategy and the review of the ERfKE I have been used to inform the design of the ERfKE II investment programme, focussing on seven priority domains for change and development. The programme is coherent with the priorities set down in the Joint Communication of 8 March 2011 "A Partnership for Democracy and Shared Prosperity with the Southern Mediterranean"³. It provides a strong focus in the improvement of the education system, one of the priorities set out in the communication.

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

Brief description of the sector

Jordan has in recent years adopted social, economic, educational and environmental policies that are inclusive, committed, and aligned with the Millennium Development Goals. Political will at the highest level has been translated into practical efforts towards developing human resources, and this has reflected in considerable progress on many socio-economic indicators over the course of the last decade.

Successive movements from neighbouring populations (Palestinians, Iraqis, and now Syrians) have placed an additional strain on national schools, already burdened by the shifting of thousands of students (most of them Jordanian) from the private to the

³ COM(2011) 200.

– cheaper - public school system. Employment and technical and vocational education reforms to improve access of Jordanians to the labour market (and as a corollary to reducing the numbers of foreign workers) and to equip youths with skills better adapted to the job market requirements are also challenged by the inflow of refugees, with the inevitable increase of black market employment.

The key challenge for the Government of Jordan is to maintain the course of reforming the education sector while shouldering the burden of accommodating a large number of additional students in the already overstretched national school system.

The sector stands under strong pressure to deliver on the Government's commitment – since late 2011 – to open access to national schools to Syrian refugee children. The needs in this area are among the most urgent: as Syrians have been entering Jordan since early 2011 and continue to do so, families and individuals have been displaced for more than 18 months in some cases. Children and youths may have been deprived of access to education for a considerable period of time while in Jordan, but also while in Syria, given the risks associated with accessing schools across the country. At the present moment (data UNHCR June 2014) 604,000 refugees have been registered.

Brief description of the main features of the public policy

Education reform is a top priority of the Government of Jordan. Set in the framework of the ERFKE II platform, it aims to improve the quality, access and performance of the national school system. Based on the National Agenda, the National Education Strategy, and the review of the ERfKE I⁴ the second education investment programme (ERfKE II) focuses on seven priority domains for change and development laid out in a 5-year Strategic Plan 2010-2014⁵ and addresses seven specific domains, i.e. (i) governance, (ii) finance of education, (iii) pre-school education, (iv) human resources, (v) safe teaching and learning environment, (vi) “the learner” including issues such as curricula and learning resources, assessment, school health and nutrition, vocational education, professional skills and employability, and (vii) quality assurance.

One of the key challenges of the reform implementation is linked to the improvement of the physical learning environment. A study undertaken in 2011 indicates that according to the Ministry of Education (MoE) criterion 1,244 (36.5%) of public schools are considered overcrowded in Jordan. This situation is worsening with the transfer of students from private to public schools in the past 3 years due to economic reasons (private school fees increasing by 20-30% in 2012-2013). It is further aggravated by the arrival of Syrian children in the schools, particularly in the North of the country.

Since December 2011, Syrian children can register freely in public schools, contingent on UNICEF supporting the Ministry of Education to cover the associated costs⁶. The numbers of pupils have been growing steadily over 2012 and 2013 and the original forecast for the budget support under the EUSSPER programme was about 70,000 pupils to be registered in the school year 2013-2014. However, these

⁴ National Center for Human Resources Development, 2009.

⁵ Ministry of Education, 2009.

⁶ Protocol between UNICEF and Ministry of Planning and International Cooperation signed on 2/04/2012.

numbers have been surpassed and in June 2014 -according to data provided by the Ministry of Education and confirmed by UNICEF- some 120,000 pupils are registered in public schools in Jordan. However, registration is not always attendance.

From the 600,000 Syrian refugees registered in Jordan, some 300,000 are in the school going age. In 2013 it was estimated⁷ that only a third of Syrian refugee children actually followed formal education. For various reasons families are reluctant to send children to school (security concerns, expectation of speedy return home, inability to cover auxiliary costs, transport, etc.). UN and partners' outreach campaigns to raise awareness about the right to school and its benefits, promotion of informal education services including by using public facilities another activities are necessary complements to the herewith proposed institutional support. However the successful back to school campaign from UNICEF in January 2014 has increased the participation rate considerably and some 120,000 pupils have been registered, leading to some heavily overcrowded schools in the camps. Separately, some it is estimated that some 10,000 pupils follow courses in skills training, non-formal and informal education.

Policy relevance

Jordan's key asset is its human capital and its educated youth. Job creation is, as in many parts of the region, Jordan's most critical socio-political challenge. The capacity of the Jordanian leadership to address it has a direct bearing on its internal stability. Consequently human resources development, education and vocational training are key pillars of the National Development Agenda. Education sector reform receives substantial donor support to upgrade and the education systems and curricula in Jordan⁸ and is one of the most fruitful areas of policy dialogue.

The recent mid-year joint donor supervision mission of the education reform⁹ highlights that the current overburdening of the education system threatens the implementation of the reform as a whole, in particular in relation to management capacity, crowdedness of schools, teacher needs, resources and running costs. The mission witnesses a decline of the education system learning outcome, which is further compounded by the worsening refugee situation.

Policy credibility

The policy framework for education clearly shows overall coherence with Jordan's overarching development policy and is consistent with EU development objectives. The following eligibility criteria for the use of budget support have been met:

- (1) a well-defined sector policy exists, on the basis of which the Government develops and implements the sector measures;
- (2) a stability-oriented macroeconomic policy is in place and is implemented;
- (3) a credible and sound system and policy of public financial management is in place and is implemented.

Track record in policy implementation

⁷ Assessment of Syrian refugees in urban Jordan, Cooperative for Assistance and Relief Everywhere (CARE), 2013.

⁸ Including the "Support to the second phase of the education reform in Jordan – Sector support programme" (EUR 33 million).

⁹ Aide-mémoire of the ERfKE II multi-donor supervision mission (World Bank May 2013).

Commitment to implementation of the education reform in its various components remains strong. A multi-donor monitoring mission is carried out twice yearly under the auspices of the World Bank. The implementation of ERfKE II continues to be deemed as satisfactory by all donors represented in this supervision mission. Despite the complexity of the project and the mounting number of constraints that the Ministry of Education is facing, ERfKE II continues to make important progress in several areas related to policy development, quality of education interventions and school construction. The mission also raises the concern of the current crisis situation may have a lasting effect on the outcomes of this reform.

Policy financing

The preparation and execution of the budget in general and over the medium term has witnessed important improvements in recent years. Jordan can be considered as having made progress towards putting in place the main elements of a basic Medium Term Expenditure Framework (MTEF) architecture and having progressively developed and strengthened the linkages between sector policies and budget allocations through the MTEF. But some capacity problems still remain. An education sector public expenditure review is under preparation by the World Bank and is expected by November 2014.

Institutional capacity and ownership

The Government has continued the reform momentum through ERfKE II launched in March 2010, and has adopted a focused and targeted approach striving to deepen and broaden the transformation of education programmes and services. However, there is still a need for better coordination between the central and the decentralised levels and amongst different managing directorates of the Ministry of Education. Overall, the central services concentrate too many operational tasks, which should rather be devolved to the Field Directorates and to the school level. This devolution would result in a stronger inclusion and utilisation of the decentralised Field Directorates in the institutional design for managing and implementing education in Jordan.

2.3.2. *Macroeconomic policy*

Based on the International Monetary Fund (IMF) Staff Visit of June 2014 and the IMF 3rd and 4th review missions and Article IV consultations of March 2014 covering the whole of 2013 and forward looking measures, it is concluded that the authorities pursue a credible and relevant stability-oriented macroeconomic policy in the present circumstances, aiming at restoring fiscal and economic stability in the medium-term and moving towards sustainability in the long term. Nonetheless, challenges remain including potential external sources of instability such as the slow rate of global economic recovery, the increased energy bill arising from unstable gas supplies from Egypt, and regional political instability with the additional cost to the Government due to the hosting of an increasing number of Syrian refugees. Other challenges such as the slow legislative process and structural unemployment problems also remain.

Progressive economic growth is apparent as growth for 2013 increased by 0.2% from 2012 to reach 2.9%. Trade, finance and insurance, and a recovery in construction were the key growth drivers. However, the fiscal position remains vulnerable and the high amount of grants went a long way to help stabilise public finances in 2013. The rising inflation trend for 2013 reflected the removal of fuel subsidies; inflation rose notably since end 2012 and was very much affected by the liberalisation of fuel

prices and higher international food prices. The current account deficit reached 9.8% of GDP in 2013 (down from 15.4% in 2012), helped by lower energy imports, higher transfers, and private receipts. The monetary policy remains strong with a much improved environment as reserves climbed to comfortable levels. However, unemployment remained elevated at 12.6%.

As regards the risk of instability due to the slow rate of global economic recovery and the increased energy bill arising from unstable gas supplies from Egypt, those are being mitigated through adopted measures under the IMF Stand-By Arrangement which aims to reduce the losses of the national electricity company and to maintain fiscal stability. The Government has demonstrated its commitment since end 2012 and adopted difficult policies to address main current challenges to the budget. Moreover, domestic revenue mobilisation measures for 2014 were agreed with the IMF and the 2014 budget is considered appropriate. As regards regional political instability with the additional cost to the Government due to the hosting of an increasing number of Syrian refugees, those are being mitigated by National Resilience Plan 2014-2016 which includes priority responses to mitigate the impact of the Syrian crises on Jordan and on host communities.

2.3.3. *Public financial management*

The 2013 public financial management (PFM) annual monitoring report completed in October 2013 reviewed progress in PFM reform implementation. It concluded that the Government of Jordan continues to make sound progress in the implementation of its PFM reform programme and that the PFM system in Jordan is sufficiently well-functioning to ensure the proper utilisation of donor funds, including budget support. Jordan has an integrated and well-functioning PFM system that has been strengthened over the last years through an on-going reform process supported by several donors.

A number of key specific reforms were introduced in the last years such as the medium-term expenditure framework (MTEF) in 2008, a new Chart of Accounts (CoA) compliant with the 2001 Government Finance Statistics Manual (GFSM 2001), a revised budget preparation calendar, the gradual reinforcement of internal control units, and the adoption of the Treasury Single Account (TSA). In addition, the Public Expenditure and Financial Accountability (PEFA) assessment of 2011 compared progress since the first PEFA in 2007 and noted that the overall change trended in a positive direction during the four-year period. The 2013 PFM annual monitoring report confirmed the positive trend, including progress in efforts to expand the use of the Government Financial Management Information System further, improve the budget preparation, improve Audit Bureau reports, improve debt management, modernise internal controls and audit, and apply new information technology systems to improve the collection of tax arrears. Weaknesses persist in budget analysis, confusion remains between the concepts of internal control and internal audit, capacity building for pilot internal control units was not targeted enough and require a plan, and the revised new legislative basis for the Supreme Audit Institutions is yet to be approved by Parliament. Three of the above mentioned weaknesses are targeted in the present programme.

2.3.4. *Budget 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 as the Government of Jordan has published the enacted budget of the past budget cycle (2012/2013) within the respective fiscal year, and that the draft budget for 2014 was published on the internet for wider public reference and use before the end of 2013.

The latest Open Budget Index (OBI) from 2012 places Jordan at 57, much above the 18 OBI for Middle East and North African countries, and the highest index among its Middle East and North African neighbours, and well above the world wide average. The PEFA assessment of 2011 also confirmed notable progress in this area. The General Budget is published and accessible to the general public on the General Budget Department's website since 2009, in draft and final form once approved by Parliament, in Arabic and English.

Efforts to improve the information presented in the General Budget include the new and more detailed classification of the Chart of Accounts into the General Budget preparation since 2008. Since 2010, the new Chart of Accounts classification is applied to capital expenditure, which was therefore expressed in terms of the programmes and activities to be funded; in 2011 this was applied also to current expenditure, and for the first time the final accounts were published, which inform on the actual budget expenditure.

Moreover, in response to popular requests for greater transparency and accountability, the General Budget Department developed two documents aimed at making the General Budget more accessible to the general public: the General Budget Brief which summarises the 2011 budget in a user-friendly manner; and the Citizen's guide which explains the main features of the General Budget Law and its content and it is written in a language suitable for wide public access.

2.4. Lessons learnt

Support to education reform is one of the key elements of EU-Jordan co-operation, and is fully in line with the revised EU-Jordan ENP Action Plan of 2010, as well as with the underlying objectives of the 2011 Joint Communications “A partnership for democracy and shared prosperity with the Southern Mediterranean” and “A new response to a changing Neighbourhood”¹⁰. The EU has also supported the Jordanian education system in relation to the presence of displaced Iraqis after 2006.

In 2012 and 2013 there was parity in funding between the programmes responding to the education needs of Syrian refugees between the Ministry of Education and by United Nation agencies and international NGOs. Recent assessments show that this has led to rising resentment among the Government of Jordan and host communities, leading to the introduction of minimum percentage of 30% Jordanians benefiting of assistance. This is why this programme also reflects the benefits of an approach that targets not only the direct beneficiaries (Syrian refugees) but also host communities. In the current funding mechanisms the emphasis is shifting to strengthening the education for all and the implementation capacity of the Ministry of Education as main provider of education.

It is important to involve the Ministry of Finance in all negotiations and to receive guarantees from the Ministry of Finance that the money will reach the Ministry of Education budget. In the first round of budget support not all money was received by the Ministry of Education since, according to the Ministry of Finance, the transaction

¹⁰ COM(2011) 303 of 25 May 2011.

came during the implementation of the existing fiscal year and no changes were allowed.

2.5. Complementary actions

The EU supports basic education, youth programmes, vocational education and higher education in Jordan. The EU is supporting the Ministry of Education through a budget support (BS) programme from 2011-2014 of EUR 59.6 million, of which EUR 29.6 million is meant for the Syria refugee crisis. The BS programme is supported in parallel by capacity development measures of EUR 3 million. This covers the development of an Education Management Information System (EMIS), teacher training programmes and the construction of school buildings. The intervention is called the Support to the Second Phase of the Education Reform (EUSSPER) programme in Jordan in the field of basic education under the Education Reform for the Knowledge Economy phase II (ERfKEII) programme.

In the field of Higher Education the EU support has been channelled through the Tempus and Erasmus Mundus programmes, which has now been replaced by the Erasmus+ programme. The EU is also active in the field of youth through the EuroMed Youth programme¹¹, which aims at the promotion of youth projects through study visits and voluntary work.

In October 2010 the European Union entered into a Financing Agreement with the Government of Jordan, which foresees EUR 35 million support to the Employment and Technical and Vocational Education and Training Reform Programme¹². EUR 29 million of the total budget is committed for the direct support of the government budget. Actions in this field are also foreseen in the Annual Action Programme for 2014 for up to EUR 52 million¹³.

The European Union is one the most significant partners to the Ministry of Education and UNICEF, in supporting the education sector in Jordan during the Syrian refugee crisis. With more than EUR 30.6 million of funding to UNICEF over the past two years, the EU has provided learning opportunities for children in refugee camps, at public schools and informal education centres across the country. Separately EUR 4.4 million has been provided to UNESCO for the period 2013-2015 to support a programme for teacher training and Non Formal Education¹⁴.

2.6. Risk management framework

As per the Risk Management Framework updated in September 2014, overall average risk levels remain moderate with an average inherent risk of 1.89 (lower than 1.96 from the 2013 assessment) and an average residual risk of 1.83. Risk is somewhat stabilised from the previous assessment of September 2013. Significant risks nevertheless exist i.e. the legal framework does not provide full protection of human rights, civil society and media; insufficient separation of powers and independence of judiciary; exclusion of some parts of the population, spill over effects of the Syrian crisis; and for corruption legal, regulatory and institutional framework is not effectively enforced.

¹¹ C(2013) 7623 of 12 November 2013.

¹² C(2009) 7521 of 7 October 2009.

¹³ C(2014) 5983 of 26 August 2014.

¹⁴ C(2012) 3815 of 7 June 2012 and C(2012) 9360 of 14 December 2012.

The identified risks are mitigated through political and policy dialogue through Association Agreement committees and steering committees and targeted assistance and using efficiently all the tools the EU has at its disposal, in particular the broad range of on-going programmes. In particular assistance to media and gender equality issues; support to further develop the legislative/regulatory frame for the implementation of the new political laws. Support for the Parliament and to implement the adopted political reforms and assistance to the judiciary. A solid monitoring framework for fiscal consolidation through the IMF's Stand-By Arrangement and EU Macro-financial Assistance also monitors and mitigates risks, as does the EU Budget Support and assistance on energy efficiency and renewable energy.

The risk management for budget support in the light of the Syrian crisis in the field of education should include the involvement of MoPIC, Ministry of Finance and the Ministry of Education.

3. DETAILED DESCRIPTION OF THE BUDGET SUPPORT CONTRACT

3.1. Objectives

The overall objective is to enhance the capacity of primary and secondary education institutions in refugees' camps and host communities.

The specific objectives are:

- 1: To provide education in primary and secondary schools free of charge for up to 140,000 Syrian refugee children;
- 2: To support pupils in host communities and camps by providing them with school books for up to 140,000 Syrian refugee children;
- 3: To pay for teacher salaries to provide education in the camps and the double shift schools for up to 3,500 teachers;
- 4: To pay for utilities, classroom furniture and stationary for up to 140 double shift schools for the double shift;
- 5: To open schools free of charge for other activities for Syrian refugees;
- 6: To provide additional services in the double shift schools and in camps for library, computer and science education as well as accompanying inspection, psycho-social support and teacher training;
7. To engage with civil society through parental organisations in the -140 double shift- schools in the host communities and camps.

The cross-cutting issues relate to improvement of good governance in the field of education in emergency situation and gender balance in aid effectiveness.

3.2. Expected results

The expected results of the budget support programme by the end of the programme specific objectives are for the education school years: 2014-2015, 2015-2016 and 2016-2017.

- 1: Education provided in the field of primary and secondary schools free of charge for Syrian refugee children;

- 2: School books provided to attending Syrian refugee children in host communities and camps;
- 3: Teacher salaries paid to in the camps and the double shift schools in host communities for up to 3,500 teachers for the school years 2014-2015, 2015-2016 and 2016-2017;
- 4: Utilities, classroom furniture and stationary paid for up schools for the double shift schools in host communities;
- 5: Schools are open free of charge for other activities for Syrian refugees in host communities;
- 6: Additional services are provide in the double shift schools and in camps for library, computer and science education as well as accompanying inspection, psychosocial support and teacher training,
7. The engagement with civil society (parental) organisations.

Complementary support will be foreseen in the field of technical assistance in programme facilitation, inspection, psychosocial support and setting up a revolving fund for school books.

3.3. Rationale for the amounts allocated for budget support¹⁵

The total amount allocated to budget support for the Syrian refugees in the education sector from the ongoing action is EUR 14.6 million for the current year¹⁶. In the current Action Document it is proposed to top up the current commitments with an additional EUR 45 million, of which EUR 42.5 million is for budget support and EUR 2.5 million for complementary measures.

The rationale for this amount is based on an analysis of the following elements:

- The current budget support programme is based on a lower number of Syrian refugees of 70,000 students, which has risen already during the school year 2013-2014 to some 120,000 students and is expected to rise further in the school years 2014-2015, 2015-2016 and 2016-2017(no data are known yet);
- The commitment by the Ministry of Education in Jordan to allocate national budget resources (including EU budget support) to provide education in host communities and in the camps to Syrian refugee pupils in line with standard national budget procedures for the school years 2014-2015, 2015-2016 and 2016-2017;
- The overall effectiveness and impact of the budget support in achieving Jordan's policy objectives are defined in terms of funding extra school books, paying teacher salaries and opening double shift schools for the school years 2014-2015, 2015-2016 and 2016-2017;
- The corresponding financing needs of Jordan in the light of the Syrian refugee crisis for the school years 2014-2015, 2015-2016 and 2016-2017 will strongly increase;

¹⁵ Under the Single Support Framework for Jordan separately EUR 52 million has been allocated for budget support on employment and vocational education, of which EUR 45 million is budget support and EUR 7 million is complementary measures.

¹⁶ The budget support for the last school year 2013-2014 of EUR 15 million has already been disbursed.

- The overall track record and absorption capacity on budget support operations by the Ministry of Education of past disbursements on agreed objectives were well achieved within set time limits;
- The Ministry of Education in consultation with UNESCO and UNICEF have set up a result based monitoring system. A separate framework contract will be implemented between 2014 and 2016 for monitoring of the education sector, which includes the assistance to Syrian refugees;
- The engagement with civil society will reduce the strain between the various communities in the host communities and the camps and strengthen the support for the education provision.

3.4. Main activities

The main activities to implement the budget support package are policy dialogue (direct as well as through the donor coordination group), financial transfer, performance assessment, reporting and capacity development.

3.4.1. Budget Support

The EU Delegation will be involved in dialogue with the Ministry of Education concerning the verification of conditions and the payment of budget support. The verification of variable indicators of the budget support will be through a yearly tranche report by independent experts which will be engaged in Jordan under a framework contract.

3.4.2. Complementary support

A reserve of complementary activities for EUR 1.75 million has been made for technical assistance to assist the Ministry of Education. The main part will be focused on facilitating the implementation of the budget support under the EUSSPER programme and the one foreseen in this Action Document.

Separately, the scope of the support is targeted to set up a revolving fund for the utilisation of school books, support inspection, psychosocial support/remedial teaching and unforeseen activities. The definition of the complementary activities is currently under negotiations with the Ministry of Education.

Under a grant scheme a call for proposals of EUR 250,000 will be organised targeting civil society including parental associations and youth organisations linked to the (double shift) schools in the host communities and the camps.

3.5. Donor coordination

With the increasing number of funding pledges for support Jordanian communities in the North, the UN Resident and Humanitarian Coordinator (UN RC/HC) supported the Ministry of Planning and International Cooperation to establish in September 2013 the Host Community Support Platform that gathers under Government's leadership, relevant UN agencies and donors to (i) provide strategic guidance to the elaboration of a Government-led National Resilience Plan; (ii) mobilise donors and partners for effective implementation of the plan through technical and financial resource mobilisation; (iii) coordinate efforts to contribute to the Plan's execution.

Within this framework, five sector task forces (education, health, water and sanitation, municipal services, employment and livelihoods), composed of a lead ministry, a lead donor and a lead UN agency, have also been established to inform

decision-making. In the area of municipal services, UNDP is co-leading with the World Bank. The Host Community Support Platform is currently being evaluated.

The EU Delegation also chairs with ECHO¹⁷ Regional Support Office monthly EU coordination meetings on development and humanitarian affairs. In Jordan, the donor coordination of aid is driven by a number of working groups which are particularly active as a result of the Syrian crisis which is now also driving the development agenda of the country, mainly the HCSP which has been enacted in September 2013. The HCSP provides thematic working groups on health, education, livelihood and municipal services. This is now being aligned with the work of the JRPSC for the National Resilience Plan.

Separately bimonthly coordination meetings take place in the framework of budget support programmes as well as support to Syrian refugees in the education sector (with the World Bank, the Canadian International Development Agency – CIDA, the UK Department for International Development – DFID, and the United States Agency for International Development – USAID).

Outside the implementation of this programme CIDA is planning to support the training of teachers through a CAD 20 million grant to Queen Rania Teaching Academy. This project will be reshaped for this programme's purposes. Separately USAID will invest some USD 140 million to support teacher training and the refurbishment and construction of schools.

3.6. Stakeholders

The main stakeholder is the Ministry of Education of the Government of Jordan. Other stakeholders are: UNICEF, UNESCO, the private sector, (international) NGOs and civil society.

3.7. Conclusion on the balance between risks (2.6.) and expected benefits/results (3.2.)

The EU is the only provider of budget support to the Ministry of Education. It can be concluded that by withholding budget support by the EU would jeopardise the education provision of the Ministry of Education to Syrian refugee children in the host communities and the camps. The direct benefit of the budget support programme is the provision of 3 school years for up to 140,000 Syrian refugee children.

4. IMPLEMENTATION ISSUES

4.1. 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 the Financial Regulation.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.4 and 4.4 will be carried out, is 36 months, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. This will cover the school years 2014-2015, 2015-2016 and 2016-2017.

¹⁷ European Commission Directorate-General for Humanitarian Aid and Civil Protection.

4.3. Criteria and indicative schedule of disbursement of budget support

The main criteria for the schedule of budget support relate to the general and the specific conditions:

The general conditions for disbursement of all tranches are as follows: satisfactory progress in the implementation of the provision of education by the Ministry of Education to Syrian refugee pupils in the field of basic education and continued credibility and relevance thereof; implementation of a credible stability-oriented macroeconomic policy; satisfactory progress in the implementation of the PFM reform programme; satisfactory progress with regard to the public availability of timely, comprehensive and sound budgetary information as well as satisfactory reporting from the monitoring contract for the existing contracts.

The specific indicators that will be used for variable tranches are:

1: Education provided in the field of primary and secondary schools free of charge for up to 140,000 registering and attending Syrian refugee children for the school years 2014-2015, 2015-2016 and 2016-2017;

2: School books provided to 140,000 attending Syrian refugee children in host communities and camps for the school years 2014-2015, 2015-2016 and 2016-2017;

3: Teacher salaries paid to in the camps and the double shift schools in host communities for up to 3,500 teachers for the school years 2014-2015, 2015-2016 and 2016-2017;

4: Utilities, classroom furniture and stationary paid for up to 140 double shift schools for the double shift in host communities for the school years 2014-2015, 2015-2016 and 2016-2017;

5: Schools are open free of charge for other activities for Syrian refugees in host communities for the school years 2014-2015, 2015-2016 and 2016-2017;

6. Libraries, information technology (IT) and science labs are open and librarians as well as IT and science teachers are appointed, at double shift and camp schools;

7. Additional services are provide in the double shift schools and in camps for accompanying inspection, psycho-social support and teacher training for the school years 2014-2015, 2015-2016 and 2016-2017;

8. The development of a facilitation and monitoring unit within the Ministry of Education for Syrian refugees supported by the EU Delegation;

9. The engagement with civil society (parental) organisations that are related to (140 double shift) schools in host communities and the schools in the camps.

These data will be the key indicators for the performance monitoring system and cover the expected progress in implementing the relevant management of the budget support programme.

The indicative schedule under the new budget support programme is as follows:

Year 1 (2015): the first tranche release (base tranche) is foreseen to start in January 2015 with a top-up of EUR 4.5 million to the existing education budget support under the EUSSPER programme to the school year 2014-2015 thus bringing the amount from EUR 14.6 million to EUR 19.1 million.

Year 2 (2016): The budget support covers the new school year 2015-2016. The data are available by November 2015 and the assessment of the tranches is then possible. This leads to a tranche release of the budget support in the first quarter of 2016 of EUR 19 million.

Year 3 (2017): The budget support covers the school year 2016-2017. The data are available by November of 2016 and the assessment of the tranches is then possible. This leads to a tranche release of the budget support in the first quarter of 2017 of EUR 19 million. The remaining 6 months is for closure and reporting.

The indicative schedule of disbursements is summarised in the table below (all figures in EUR million) based on fiscal year of the partner country.

Country fiscal year	Year 1 – 2015 Top-up of the school year 2014-2015				Year 2 - 2016 School year 2015-2016				Year 3 - 2017 School year 2016-2017				EUR million	
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4		Total
Base tranche	4.5													4.5
Variable tranche					19					19				38
Total	4.5				19					19				42.5

4.4. Details on complementary support

The complementary support will be focused on providing technical assistance of EUR 1.75 million through a facilitation team that will be working closely with the Ministry of Education. The exact scope will be determined with the MoE, but it will also focus on supporting psycho-social activities and remedial teaching, inspection, the introduction of a revolving fund system for school books (aimed at rationalising the donor aid by reducing the expenditure of the school books component) and define the intervention with civil society.

The Technical Assistance will be channelled through a variety of modalities: through a framework contract or competitive bidding. It will possibly involve local organisations, (international) NGOs and international organisations and companies.

Parallel to the intervention a call for proposals for grants of EUR 250,000 is foreseen which will focus on the engagement with civil society in host communities and camps through involving – amongst others – parental organisations in order to create a platform of parental support for education and strengthen the cooperation between the communities. The scope of the call for proposals will be further identified during the technical assistance. This aims to strengthen the support for the implementation of the education provision and strengthening the ties of cooperation between communities in the camps and the host communities.

4.4.1. *Grants: call for proposal 'Engagement with civil society' (direct management)*

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

The specific objectives of the call for proposals under the framework of this grant are to link parental organisations to the (140 double shift) schools in the host communities and the schools in the camps through small grants.

- b) Eligibility conditions:

Eligible applicants will be subject to the following indicative conditions:

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

- c) Essential selection and award criteria

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

- d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 80%.

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

- e) Indicative trimester to launch the call

The call for proposals will be launched indicatively in the third quarter of 2015.

- f) Exception to the non-retroactivity of costs

N/A

4.4.2. *Procurement (direct management)*

Complementary measures	Type	Indicative number of contracts	Indicative trimester of launch of the procedure
The provision of technical assistance	services	2	First trimester

to the Ministry of Education			2015
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4.5. Scope of geographical eligibility for procurement

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

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

4.6. Indicative budget

Module	Amount in EUR	Third party contribution
3.3. – Budget support	42,500,000	N.A.
4.4.1 Call for Proposals Engagement with civil society – direct management	250,000	N.A.
4.4.2 Support to the Ministry of Education to deal with the Syrian refugee crisis - direct management	1,750,000	N.A.
4.8. – Evaluation and audit	150,000	N.A.
4.9. – Communication and visibility	150,000	N.A.
Contingencies	200,000	N.A.
Totals	45,000,000	

4.7. Performance monitoring

MoPIC is entrusted from the side of the Government of Jordan with monitoring the implementation of this Sector 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.

The Ministry of Education supported by UNICEF have set up a monitoring process to support the education delivery by the MoE. In the framework of the complementary measure of the budget support under the EUSSPER programme an EMIS project has been agreed with UNESCO for the period 2014-2016 which has prioritised the delivery of data on Syrian refugee children on attendance and registration rates. In the complementary measures of this new decision it is foreseen to introduce a facilitating and monitoring team that will be supporting the Ministry of Education in the implementation of the budget support under EUSSPER programme and the one foreseen in this Action Document.

The EU Delegation has launched in September 2014 a Framework Contract for an independent monitoring capacity for the Ministry of Education, the UN agencies and the (international) NGOs.

4.8. Evaluation and audit

As regards budget support, the EU Delegation reserves the right to perform an evaluation at the end of the implementation. In the case of complementary support, the EU Delegation reserves the right to conduct an audit on an ad hoc basis.

4.9. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. Discussions are ongoing with the MoE to provide more visibility on the budget support programme, for example in the form of a back to school campaign.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated before the start of implementation and supported with the budget indicated in section 4.6 above.

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

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

ANNEX 3

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

Action Document on the provision of Higher Education to Syrian youth affected by the crisis in Syria and in Jordan

1. IDENTIFICATION

Title/Number	Provision of Higher Education to Syrian youth affected by the crisis in Syria and in Jordan CRIS number: ENPI/2014/037-732		
Total cost	Total estimated cost: EUR 8 million Total amount of EU budget contribution EUR 8 million		
Aid method / Management mode and type of financing	Project Approach Direct Management (grants and procurement of services).		
DAC-code	11420	Sector	Higher Education

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

As a result of the civil war in Syria there is a large influx of Syrian refugees into Jordan, Lebanon and other countries and also a large number of internally displaced people (IDPs). In September 2014, and according to United Nations High Commission for Refugees (UNHCR), the figures are 613,252 refugees have been registered in Jordan, 1,176,971 in Lebanon, 832,527 in Turkey; 215,309 in Iraq and 135,030 in Egypt and 6.4 million IDPs inside Syria. In Jordan and Lebanon, the additional cost due to the hosting of an increasing number of Syrian refugees led to increase in deficits and public debt. The cost of water, energy and hosting of Syrian refugees are the most pressing issues weighing on public finances in all neighbouring countries.

One of the main disruptions caused by the crisis and displacement is in the education sector, with the United Nations Children's Fund (UNICEF) estimating 3 million Syrians not being able to attend school, vocational training or university. So far, all support in the field of education has been targeted to the age group 6-18. The age group 18-25 has been mostly forgotten, while they should be the prime targets of the No Lost Generation campaign from UNICEF.

The overall objective of this regional pilot project is to provide services allowing Syrian IDPs and refugees in Jordan, Lebanon and Syria to undertake higher

education studies. The specific objectives focus on the following specific components:

- 1: The delivery of a language and academic skills programme;
- 2: The delivery of programmes of higher education in Jordanian higher education institutions;
3. The organisation of distance learning and further education;
4. Setting up a structured (online) mechanism to improve access to further and higher education.

2.2. Context

2.2.1. Country context

2.2.1.1. Economic and social situation and poverty analysis

The Syrian conflict is having a devastating and lasting impact on Syria and across the region. With the conflict entering its fourth year, the needs of the affected populations are of an unprecedented scale. Approximately 9.3 million people are in need of assistance in the region (equating to over 40 % of the Syrian population) including 6.5 million people that are internally displaced and over 2.8 million Syrians have registered as refugees in neighbouring countries. It is estimated that the number of conflict-related deaths has surpassed 150,000 individuals with one million people having been wounded.

Jordan is a stable country in a troubled region. It has a small economy with no oil or gas resources and an estimated population of approximately 7 million, augmented by a growing number of refugees from Syria. It is classified as an upper middle-income country, with a widening gap in income distribution. Despite many efforts to engage in economic stabilisation and liberalisation, the country faces real economic and social challenges. Sluggish economic growth (2.9% in 2013), high energy/food subsidies, the intensification of the Syria crisis and a bloated public sector workforce, put additional pressure to Jordan's chronically high fiscal and external deficits. Against this adverse environment, macroeconomic stability has been supported by prudent fiscal and monetary policies, as well as by direct budget support by the international community. As a result, the fiscal account recorded a deficit of 11.3% of GDP in 2013 while the current account recorded a deficit of 9.8% of GDP in the same year. However, the economic situation appears improved in 2014 as Jordan's gross domestic product (GDP) grew by 3.2% in the first quarter of 2014, compared with 2.6% in the same period last year, according to Department of Statistics (DoS).

As a result of the significant intensification of the influx of Syrians refugees settling in Jordan, the public service sector is even more strained and the refugees' humanitarian and non-humanitarian needs are increasingly high.

Sector context: policies and challenges

The Government of Jordan has put several measures in place to support the Syrian refugees, including allowing their children and students to enrol in public schools. Such measures however result in a number of challenges which can jeopardise the

quality of education in Jordan. Part of these key challenges is about being able to welcome additional students, reintegrate students that dropped out of school, and provide them with psycho-social support. In July and August 2014 some 900 students have applied for 100 DAFI (*Deutsche Akademische Flüchtlings Initiative Albert Einstein*) scholarships which are managed by UNHCR in Jordan and Lebanon, having been funded by a private donor (Said Foundation) in England with some EUR 1.3 million. There's no indication whether this project includes a subsistence allowance.

Access to the higher education system in Jordan itself is at present very difficult for Syrian refugees since there is a general competition on the basis of merits and many universities have a system of specific quota which only applies for Jordanians. In addition, many universities in the private sector – that are in principle accessible for Syrians – request fees that are unsustainable for Syrian refugees. It should be noted that any permanent in-country solution proposed to Syrian refugees in Jordan would have to be accessible in a reasonable proportion for underprivileged students from the Jordanian host communities as well.

However no EU support has been arranged in the field of higher education so far and this project is the first of its nature, while at the same time it will be able to serve as a pilot for a much larger intervention which is foreseen by the Commission to take shape in the course of next year.

Thus, the present action aims to support access to higher education services and in particular help Syrian students to reintegrate the education system by providing them with language trainings, university readiness programmes, higher education at Jordanian universities, access to higher education programmes funded both through the EU supported Erasmus+ programme and through bilateral initiatives funded by EU Member States, in particular the Ministry of Foreign Affairs in Finland and the German Ministry for Development Cooperation, distance education and accompanying coaching programmes and study grants. Besides, it aims at helping Syrian IDPs who cannot access or dropped out of formal education because of the crisis to find new opportunities to continue higher and further education in Syria or in neighbouring countries.

The EU is active in the field of higher education through the Erasmus+ programme (replacing the previous Erasmus Mundus and Tempus programmes together) in Lebanon, Jordan and Syria. This programme aims at supporting the modernisation of higher education systems in partner countries (capacity building) and at financing the mobility of students and staff between European and partner countries (both credit and degree mobility). In 2014 it was decided to add a special window worth EUR 5 million to enhance capacity building for Jordanian institutions, including a mobility strand. In addition, an action line of EUR 5 million was launched in 2013 under Erasmus Mundus to support mobility of the Syrian refugee students through scholarships and capacity building programmes with Syrian higher education institutions. In Jordan, the EU support aims to alleviate pressure on the host communities by supporting education of Syrian refugees. The implementing partners are the Ministry of Education, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and UNICEF. The fruit of this investment in secondary education will translate itself in the next years into an increasing major demand for higher education under the future Syrian refugee graduates of the secondary education system.

It should be noted, though, that the components of the programme implemented in Jordan also target vulnerable Jordanian students in host communities. Jordan is hosting today over 600,000 Syrian refugees what is provoking a considerable burden on Jordanian host communities and their access to basic social and economic services. This also creates tension between communities.

The regional component of the programme focuses on implementing on a smaller scale the activities in Lebanon and Syria, particular in the field of language and academic skills training. Future development is foreseen to reach even more Syrian actual or potential students at a regional level through the setting up of a structured (online) mechanism accessible to those who cannot access or dropped out the formal system for higher or further education because of the crisis. This may be added to the present project through a future modifying Decision.

Target group

A large number of Syrian students have either been displaced inside Syria or fled the country and have settled down in neighbouring countries, the majority in Turkey, Lebanon and Jordan. They are the prime target group of this intervention. No specific statistical data is available but some assumptions can be made. On the basis of data provided by UNHCR the age group between 18 and 25 totals 258,000 among all refugees, and in Jordan and Lebanon amounts to some 195,000. If some 10% were involved in forms of higher or further education, the total target group is some 25,000 students. Syrian Persons of Concern (PoC) age between 18 and 25 as of 31 January 2014 is showed in the table below.

Syrian PoC Age between 18-25 as of 31/01/2014

Country	Age (18-25)		Total
	Female	Male	
Egypt	9,960	10,767	20,727
Iraq	13,119	28,694	41,813
Jordan	46,652	40,474	87,126
Lebanon	66,479	42,016	108,495
Total	136,210	121,951	258,161

In Jordan some students have voluntarily registered with UNHCR in the biggest refugee camp, Zaatari, but many remain unregistered in host communities.

On the basis of extrapolation the total number might be around 15,000 students (Zaatari hosts some 20% of the overall Syrian refugee population in Jordan, the total number is extrapolated). The need is more imminent since there are Syrian pupils which already finalised their secondary education in Syria but didn't yet enrol in tertiary education, and it might be expected that there are some 300 Syrian refugee pupils now in the last phase of their secondary education (alone in Zaatari some 60 students prepared for their school-leaving exam - since this is 20% of the refugee population, the total number may be extrapolated to some 300). This figure is likely to increase substantially in the coming years. Several Syrian pupils currently at the

end of their secondary cycle are raising the question of further studies beyond the Tawjihi¹.

According to the Secretary General of the Ministry of Higher Education, in January 2014 around 900 Syrian students are registered at Universities in Jordan. However, it is not clear what the baseline was before the Syrian crisis, so it cannot be deduced if there was a pre-existing trend to study at Jordanian universities and whether this has increased during the crisis.

Background

Two recent studies highlight a number of challenges and recommendations in the implementation of (higher) education². They are:

- Students are present in major refugee population centres;
- Syrian students are prepared to make sacrifices to continue their studies (e.g. travel);
- Placement at Jordanian universities is a first option despite the fact that tuition, fees and cost of living are high in Jordan;
- Compatibility between degree programmes across educational systems in Jordan and Syria;
- Lacking of documents/official documentation and the cost to obtain them is sometimes complicated for Syrian students;
- University-aged in Zaatari appear to have the fewest options for pursuing future study;
- There is limited internet access in camps, so special measures are necessary in this field;
- Donors should provide subsistence assistance to Syrian refugee students;
- Most of refugee academics are considering returning to Syria so a regional programme might be the best solution for them to have easier way of travelling to Syria;
- There is a specific interest for vocational courses;
- It is important to ensure that programing also supports host communities;

¹ This is the final examination at secondary school level.

² In 2013 a study was published by the Davis Human Rights Initiative from the Institute for International Education of the University of California about the 'Syria's Refugee University Students and Academics in Jordan'. In September 2014 a study was published 'Ensuring quality education for young Syrian refugees from Syria, a mapping exercise by the Refugee Studies Centre, Oxford Department of International Development (University of Oxford).

2.3. Lessons learnt

- Experience from the formulation process regarding the EU-funded support to employment, technical and vocational education training (E-TVET) shows that the number of involved institutions should be kept as low as possible in order to avoid fragmentation and also in the interest of facilitating easy management.
- The interventions of EU agencies, member states and other development actors should be coordinated as much as possible, as per the examples of Germany and Finland.
- Furthermore, in crisis situations, tangible and quick results are critical for building confidence in national institutions. Most of the education programmes responding to the Syrian crisis target refugee communities and are mostly implemented by the Ministry of Education, supported by United Nation agencies and international NGOs.
- The EU assistance programmes should reflect the benefits of an approach that targets not only the direct beneficiaries (Syrian refugees) but also host communities. For this reason the programme is in the host communities also open for vulnerable Jordanian nationals.
- Several studies point out that donors should engage the Jordanian private and NGO sector to provide assistance to Syrian refugees.

2.4. Complementary actions

The EU supports basic education, youth programmes, vocational education and higher education in Jordan, Lebanon and Syria. The European Union is also one of the most significant partners to the Ministry of Education and UNICEF, in supporting the education sector in Jordan during the Syrian refugee crisis.

With more than EUR 30.6 million of funding to UNICEF over the past two years, the EU has provided learning opportunities for children in refugee camps at public schools and informal education centres across the country. The EU is also funding the provision of education and psychosocial support to Syrian children inside Syria through a EUR 15 million programme, managed by UNICEF in the field. UNESCO is implementing a EUR 4.4 million project to support Non Formal Education (NFE) and teacher training³.

The EU has been supporting the Ministry of Education in Jordan in the period 2011-2014 through a budget support programme with a value of EUR 30 million (Support to the Second Phase of the Education Reform⁴). This is focused on strengthening pre-school education, teacher training programmes and the construction of school buildings. A separate capacity development programme of EUR 3 million covers the development of an Education Management Information System (EMIS).

³ C(2012) 3815 of 7 June 2012 and C(2012) 9360 of 14 December 2012.

⁴ C(2011) 5702 of 11 August 2011 and additional funds allocated through the Support for Partnership, Reform and Inclusive Growth (SPRING) programme, C(2011) 6828 of 26 September 2011.

The intervention has been topped up in 2013 with EUR 30 million⁵ to cover the costs of Syrian refugees in the public education system in host communities and in the camps for the school years 2013-2014 and 2014-2015. The EU support aims to increase access to formal education of 70,000 Syrian students and non-formal education to youth and adults from Syria and Jordan.

Parallel to this initiative a new project has been prepared in the field of education in supporting the Ministry of Education through a budget support programme of EUR 45 million to cover for the increased numbers of Syrian refugees in the education system for the school years 2015-2016 and 2016-2017. It will include EUR 2 million for complementary activities.

In 2014 a new EUR 52 million budget support programme has been designed and approved by the European Commission to support the employability of Jordanian students⁶. The programme specifically aims to improve the efficiency and effectiveness of the education, higher education and vocational training systems in Jordan.

Moreover, in the field of higher education the EU support has been channelled through the Tempus and Erasmus Mundus programmes, which has now been replaced by the Erasmus+ programme. An action line of EUR 5 million was launched in 2013 under Erasmus Mundus to support mobility of the Syrian refugee students through scholarships and capacity building programmes with Syrian higher education institutions. Jordanian higher education institutions will be able to apply for capacity building projects through Erasmus+ and an additional EUR 5 million window for Jordan only is being prepared. They will also be able to sign inter-institutional agreements with European higher education institutions for organising mobility of students and staff. Syrian students registered in Jordanian universities can benefit from this possibility (3 to 12 months mobility) or apply to Joint Master Programmes (full degree abroad).

Hundreds of Jordanian and Syrian young people have benefited from the Youth in Action programme over the last years. This activity will be further supported by Erasmus+. Additionally, the EuroMed Youth programme⁷, aims at the promotion of youth projects through study visits and voluntary work in Jordan and Lebanon.

As for EU Member States ongoing or future support, the EU Delegation in Amman has contacted several of them, mainly the German *Bundesministerium fuer Zusammenarbeit* (BMZ) and the Finish Higher Education Cooperation, Erasmus+ International Contact Point (CIMO). The BMZ has indicated that a EUR 8 million package is being prepared to serve education to some 450 students in short, medium and degree courses. The latter would be provided by the German Jordanian University, which explains the interest from their side in the outcome of the first phase of the course. The Higher Education Cooperation Centre for International Mobility CIMO, in Finland is discussing currently an option to make funds available to have Syrian refugee students coming to Finland for study.

⁵ C(2013) 6380 of 27 September 2013.

⁶ C(2014) 5983 of 26 August 2014.

⁷ C(2013) 7623 of 12 November 2013.

In July and August 2014 some 900 students have applied for 100 DAFI scholarships which are managed by UNHCR in Jordan and Lebanon. The original funding comes from a private donor (Said Foundation in England).

2.5. Donor coordination

In Jordan, donor coordination of aid in relation to the Syrian crisis is driven by a number of working groups which are particularly active as a result of the Syrian crisis, which is now also driving the development agenda of the country, mainly the Jordan Response Platform to the Syrian Crisis (JRPSC) which has been enacted in September 2014. The Platform provides 11 thematic working groups on health, education, livelihood and municipal services etc. The EU Delegation leads the working group on the employment/livelihood sector.

Separate coordination meetings take place in the framework of budget support programme in the education sector (World Bank, the Canadian International Development Agency, the United States Agency for International Development - USAID). This working group also discusses the support to Syrian refugees in the field of basic education.

The EU is the biggest donor for actions on education implemented inside Syria and the neighbouring countries. The EU Delegation to Syria coordinates with the donors and organisations active in the sector.

3. DETAILED DESCRIPTION

3.1. Objectives

The overall objective is to provide higher education to Syrian students affected by the crisis in Jordan and the neighbouring countries.

The specific objectives are:

1. To deliver language and academic skills of Syrian refugee students and disadvantaged Jordanian students in host communities affected by the crisis;
2. To deliver regular higher education programmes to Syrian refugee students and disadvantaged Jordanian students in host communities;
3. To deliver programmes for distance learning and further education to Syrian refugee students and disadvantaged Jordanian students in host communities;
4. To improve access to higher education of Syrian students (in Jordan, Lebanon and Syria) as well as Jordanian students from host communities affected by the crisis through enrolment in higher education and distance learning provision.

The EU response and strategy

The EU response is aimed to provide higher education to a large number of Syrian students in Jordan, Lebanon and Syria who have interrupted their studies. Most of the activities will be implemented in Jordan, with some smaller trainings taking place in Lebanon and following the strategy outlined below.

First phase: (funded under component 1), an information campaign will be organised in the camps and host communities for disadvantaged Syrian and Jordanian students in Jordan as well as in Lebanon and Syria. Interested students will be registered and selected for the language and academic skills programme. The student takes a 12 week general course which provides a general introduction into academic skills and English (alternatively German or French⁸). The first phase targets some 3300 students in Jordan, Lebanon and Syria⁹. This course will provide students with an IELTS (International English Language Testing System) exam¹⁰, or a similar equivalent in German and French, which is a prerequisite to study in Jordan or Europe. The course will also work as a selection mechanism for the next phase whereby it is assumed that many students will not continue with their programme or drop out for various reasons: socio-economic, migration or return to Syria.

Second phase: the remaining group of students will be selected according to the academic performance, motivation as well as background. This will lead to a division of student population into different three target groups:

- a) Around 250 students to pursue their interrupted study at Jordanian universities for a period of 2.5 years (funded under component 2);
- b) Around 500 students may continue under a scholarship programmes which will be funded in 2015 by EU Member States (outside the scope of this programme, for now only organised by Germany and Finland);
- c) Around 400 students who will follow distance education programmes leading to a degree and a group of 400 students who opt for short Massive Open Online Courses (MOOC) (funded under component 3).

3.2. Expected results and main outputs

The project is a pilot and aims to end its recruitment activities in the academic year 2015-2016, when the last cohort of students is selected for the second phase.

The expected results are:

1. The delivery of a language and academic skills programme for students in Jordan, Lebanon and Syria;
2. The delivery of initial higher education at Jordanian universities;
3. The delivery of programmes for distance learning and further education;
4. The delivery of short courses in Arabic through so-called MOOCs.

The main activities are:

⁸ These two languages have been selected since the German Government is preparing for a large scale intervention in the field of higher education. Currently the French Government is considering support in this field, while French is widely spoken in Lebanon. In case sufficient interest exists for other EU languages, the programme is flexible enough to organise separate courses.

⁹ See paragraph 3.2: it is foreseen to train 2500 students in English language in Jordan, 250 in Lebanon and 250 inside Syria and 150 students in French and 150 students in German courses.

¹⁰ English is widely used in teaching at the public universities in Jordan.

1. Component 1: language and academic skills training course.
 - a. To inform, provide and select students for the language and academic skills training course;
 - b. To deliver the language and skills training course in Jordan in English language for 2500 Syrian and disadvantaged Jordanian students in the age group 18-25 who aim to pursue their academic career, as well as 300 students in French and German languages;
 - c. To deliver language and academic skills programmes in English in Syria and Lebanon of each to around 250 students; whereby the curriculum is based on the Jordan pilot project and the course for IDP students;
 - d. To coach students during a 12 week intensive course;
 - e. To provide International English Language Testing System (IELTS) examination for English and comparable French and German examinations for students of the language and academic skills courses.
2. Component 2: higher education.
 - a. To select of up to 250 best performing and motivated students for a study of up to 2,5 years, initially at the higher education institutions Yarmouk University and the German Jordanian University;
 - b. To prepare and assist students following the higher education programme;
 - c. To provide financial support to the selected students following the higher education programme in the universities.
3. Component 3: distance learning and further education.
 - a. To select around 800 highly performing and motivated students, of whom 400 will follow distance education programmes leading to a degree and 400 who have opted for short Massive Open Online Courses (MOOC);
 - b. To coach (online) students for the degree courses and online short courses referred to in component 3a.

3.3. Risks and assumptions

The main risks and assumptions are:

Risks:

- Intense increase in number of Syrian refugees jeopardises the capacity of the Government of Jordan and partners to respond.
- Compromised in-country peace and stability.
- Students have lack of resources through which they are forced to take up other activities.

Assumptions:

- The Government of Jordan maintains its policy to accept Syrian refugees in the national public education system.
- The Government of Jordan allows Syrian students from Lebanon or Syria to enter the country and be enrolled in Jordanian universities.
- Active coordination among the main stakeholders remains throughout the programme.
- Sufficient large numbers of students are registered.
- Pull factors to work or move back to Syria or to other countries or Europe will influence a large number of students and end their participation in any study programme.
- The students will be able to provide papers for their study and/or the universities will be able to organise competency exams to assess the level of the student.
- The arrangement of study places (and not individuals) at Jordanian universities, which allows for easy replacement procedures in case a student drops out of the system.

3.4. Cross-cutting issues

- ***Human rights:*** Access to (higher) education is a fundamental right; it provides a safe environment for children and youth, in particular in conflict situations. Therefore this action aims to ensure that vulnerable and displaced youth can continue accessing education.
- ***Gender equality promotion:*** At all phases of the programme the focus will be on achieving a gender balance. Girls in particular face significant barriers to accessing and completing education. The programme intends to address the unequal quality and relevance of the education and training and ensure an equal balance between male and female students. It will also contribute to the prevention of early marriage by offering a learning route for young Syrian women.
- ***Mobilisation against extremism:*** Education is a driver of inclusive growth and poverty reduction. Providing youth with quality learning environments is essential in order to prevent students from dropping out of school, allow them to reintegrate a group as well as society. Thus, youth are less vulnerable, easily influenced and less inclined to fall into the trap of extremism.

3.5. Stakeholders

The main beneficiaries are students from Syria and from host communities in Jordan and their parents, as well as Jordanian universities and Higher Education Institutions.

There are a number of agencies of EU Member States and NGOs as well as Jordanian organisations such as Talal Abu Ghazaleh organisation and the Edraak

Initiative from the Queen Rania Foundation, who have experience in working to ensure the provision of non-formal and skills oriented training to Syrians and disadvantaged youth in host communities.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

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

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2 and 4.3 will be carried out, is 60 months from the date of entry into force of the financing agreement or, where none is concluded, from the adoption of this Action Document, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. Procurement (direct management) for components 1 and 3

	Type	Indicative number of contracts	Indicative trimester of launch of the procedure
Provision of language and academic skills training under component 1	services	1	First quarter 2015
The provision of distance education through Jordanian organisations under component 3	services	1	First quarter 2015

4.3.2. Grants: call for proposals for the provision of initial higher education at Jordanian universities (direct management) for component 2

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

The objective of the grants will be to deliver regular higher education programmes in Jordanian universities to Syrian refugee students and disadvantaged Jordanian students in host communities. The expected results are outlined in section 3.2.

- (b) Eligibility conditions

In order to be eligible for a grant, potential beneficiaries should comply with the following non-exhaustive conditions:

- be a legal person, and
- be non-profit-making, and
- be a specific type of organisation such as: non-governmental organisation, public sector operator, economic operator, local authority, 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 another country eligible according to Regulation (EU) No 232/2014 ("ENI Regulation"). This obligation does not apply to international organisations.

(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%.

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

(e) Indicative trimester to launch the call

First quarter 2015.

4.4. Scope of geographical eligibility for procurement and grants

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

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

4.5. Indicative budget

Component	Amount in	Third party
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	EUR	contribution
4.3.1. Procurement of services		
Component 1: Language skills and academic preparation for Syrian and vulnerable Jordanians in host communities	2,600,000	NA
Component 3: Distance learning and MOOCs	1,250,000	NA
4.3.2. Grants (call for proposals)		
Component 2: Provision of higher education.	4,000,000	NA
4.8 Communication and visibility	150,000	
Totals	8,000,000	NA

4.6. Performance monitoring

All the contractors will regularly report to the European Union (in particular the EU Delegations to Jordan) on the use of committed funds and programme implementation and provide ad hoc information on this additional funding for Jordan under the special measure for the Syria crisis. The reports on programme implementation shall also focus on project results, obstacles, lessons learnt and any useful information for improving the programming and identification. The reports shall assist the work of the EU Delegation to Syria to start a larger programme in this field.

4.7. Evaluation and audit

Evaluations (mid-term, final, ex post) and audit arrangements are integral part of the contractual arrangements with the selected grantee. External evaluations and audits might be carried out through a framework contract or by independent consultants.

4.8. Communication and visibility

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

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

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

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