



Brussels, 17.12.2021
C(2021) 9652 final

COMMISSION IMPLEMENTING DECISION

of 17.12.2021

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

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THE EUROPEAN COMMISSION,

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

Having regard to Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012¹, and in particular Article 110 thereof,

Having regard to Regulation (EU) 2021/947² of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument - Global Europe and amending and repealing Decision No 466/2014/EU and repealing Regulation (EU) 2017/1601 and Council Regulation (EC, Euratom) No 480/2009, and in particular Article 23(3) thereof.

Whereas:

- (1) In order to ensure the implementation of the individual measure in favour of the Hashemite Kingdom of Jordan for 2021, it is necessary to adopt an annual financing Decision, which constitutes the annual work programme, for 2021. Article 110 of Regulation (EU, Euratom) 2018/1046 (“the Financial Regulation”) establishes detailed rules on financing Decisions.
- (2) The envisaged assistance is to comply with the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU³.
- (3) The actions provided for in this Decision contribute to climate and biodiversity mainstreaming in line with the European Green Deal⁴ and the inter-institutional agreement.
- (4) The new Multiannual Indicative Programme (MIP) EU-Jordan will be aligned with the 2021-2027 Partnership Priorities, currently under discussion. Meanwhile, the 2016-2020 Partnership Priorities have been extended⁵. It needs to be followed following the adoption of

¹ OJ L 193, 30.7.2018, p.1.

² OJ L 209, 14.6.2021, p.1.

³ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

⁴ COM(2019)640, 11.12.2019.

⁵ UE-RHJ 3303/21.

the MIP, this individual measure will be modified to align with the MIP. The 2016-2020 Partnership Priorities are the following: (i) Strengthening cooperation on regional stability, security including counter-terrorism, (ii) Promoting economic stability, sustainable and knowledge-based growth, quality education and job creation and (iii) Strengthening democratic governance, the rule of law and human rights.

- (5) Pursuant to article 23(3) of Regulation (EU) 2021/947, the adoption of these individual measure is justified in order for the EU to continue supporting the efforts undertaken by Jordan to mitigate the severe socio-economic impact of the pandemic on the less advantaged groups and communities. The objectives pursued by the individual measure to be financed under the Regulation (EU) 2021/947 are: (i) to support the development of a green economy to start building back better and provide sustainable services and jobs and (ii) to continue improving the rule of law and justice in Jordan for all.
- (6) The action entitled “EU support to Green Economy in Jordan 2021 – 2024” will contribute to the development of a green, environmentally sustainable and socially inclusive post COVID-19 economy through the enhanced implementation of Jordan’s green growth strategy and action plan.
- (7) The action entitled “Support to Rule of Law and justice for all in Jordan” aims at consolidating the Rule of Law and access to justice for all in Jordan. It will do so by working to balance the supply and demand sides of the Rule of Law reforms, by further enhancing the performance, quality, accountability and transparency of justice services and criminal proceedings, in compliance with international law standards and by integrating gender responsive and rights-based approaches.
- (8) Pursuant to Article 26(1) of Regulation (EU) 2021/947, indirect management is to be used for the implementation of the action plan.
- (9) The Commission is to ensure a level of protection of the financial interests of the Union with regards to entities and persons entrusted with the implementation of Union funds by indirect management as provided for in Article 154(3) of the Financial Regulation.

To this end, such entities and persons are to be subject to an assessment of their systems and procedures in accordance with Article 154(4) of the Financial Regulation and, if necessary, to appropriate supervisory measures in accordance with Article 154(5) thereof before a contribution agreement can be signed.

- (10) It is necessary to allow for the payment of interest due for late payment on the basis of Article 116(5) of the Financial Regulation.
- (11) In order to allow for flexibility in the implementation of the action plan, it is appropriate to allow changes which should not be considered substantial for the purposes of Article 110(5) of the Financial Regulation.
- (12) The measure provided for in this Decision is in accordance with the opinion of the Committee established under Article 45 of Regulation (EU) 2021/947.

HAS DECIDED AS FOLLOWS:

Article 1
The measure

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

The measure shall include the following actions:

- Annex I: “EU support to Green Economy in Jordan 2021 – 2024”
- Annex II: “Support to Rule of Law and justice for all in Jordan”

Article 2
Union contribution

The maximum Union contribution for the implementation of the measure for 2021 is set at EUR 70 000 000, and shall be financed from the appropriations entered in the budget line 14.020110 of the general budget of the Union.

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

Article 3
Methods of implementation and entrusted entities or persons

The implementation of the actions carried out by way of indirect management, as set out in the Annex I, may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in point 4.4.3 of the Annex I.

Article 4
Flexibility clause

Increases⁶ or decreases of up to EUR 10 million and not exceeding 20% of the contribution set in the first paragraph of Article 2 or cumulated reassignments of funds between actions not exceeding 20% of that contribution, as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 110(5) of the Financial Regulation, where these changes do not significantly affect the nature and objectives of the actions.

The authorising officer responsible may apply the changes referred to in the first paragraph acting in accordance with the principles of sound financial management and proportionality.

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

Done at Brussels, 17.12.2021

For the Commission
Olivér VÁRHELYI
Member of the Commission



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THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX I

of the Commission Implementing Decision on the financing of the individual measure in favour of the Hashemite Kingdom of Jordan for 2021

Action Document for EU support to Green Economy in Jordan

ANNUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and measure in the sense of Article 23(3) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS Basic Act	EU support to Green Economy in Jordan Annual measure in favour of the Hashemite Kingdom of Jordan for 2021 CRIS number: NDICI-GEO-NEAR/2021/043-448 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	Yes / Jordan / Sustainable Water Management
3. Zone benefiting from the action	The action shall be carried out in Jordan
4. Programming document	N.A.
5. Link with relevant MIP(s) objectives/expected results	N.A.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Green Economy, focusing in an integrated manner on the environment, energy, water, agriculture, industry and transport (DAC code 410)
7. Sustainable Development Goals (SDGs)	Main SDG: 13 (climate action) Other significant SDGs: 7 (clean energy), 6 (clean water), 9 (industry and infrastructure), 12 (responsible consumption), 14 (Life below water), 15 (life on land), 8 (economic growth)
8 a) DAC code(s)	41010: Environmental policy and administrative management
8 b) Main Delivery Channel	Donor Government - 11000

9. Targets	<input type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development ¹ <input type="checkbox"/> Gender <input checked="" type="checkbox"/> Biodiversity <input type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
11. Internal markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

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

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

BUDGET INFORMATION

12. Amounts concerned	<p>Budget line(s) (article item): 14.020110 - Southern Neighbourhood</p> <p>Total estimated cost: EUR 40 000 000</p> <p>Total amount of EU budget contribution EUR 40 000 000 of which EUR 24 000 000 for budget support and EUR 16 000 000 for complementary support.</p> <p>TEI: EU, Germany, France, Spain, Netherlands, Italy as well as EIB and EBRD showed interest in contributing to the TEI in support of the water sector with an estimate of EUR 2 Billion, and particularly to the Flagship Infrastructure Project “Aqaba Amman Water Desalination and Conveyence Project” (AAWDCP), with an estimate of EUR 300-400 million in grants and loans.</p> <p>The commitment of the EU’s contribution to the Team Europe Initiatives foreseen under this action plan will be complemented by other contributions from Team Europe partners. It is subject to the formal confirmation of each respective partners’ meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise the EU action may continue outside a TEI framework</p>
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MANAGEMENT AND IMPLEMENTATION

13. Implementation modalities (type of financing and management mode)	<p>Budget Support</p> <p>Direct management through:</p> <ul style="list-style-type: none"> - Budget Support: Sector Reform Performance Contract - Grants - Procurement <p>Indirect management with the entity to be selected in accordance with the criteria set out in section 4.4.3</p>
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1.2. Summary of the Action

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

In 2017 the Cabinet of Ministers approved the National Green Growth Strategy for Jordan, which builds on Vision 2025 and Jordan's 2016-2025 National Strategy for Mainstreaming Sustainable Consumption and Production and assesses Jordan's green growth potential in order to create a roadmap for achieving the transition towards green economy in the six targeted sectors. The Green Growth Action Plan (2021-2025) elaborates a multi-sector development approach, focused on strengthening an enabling environment for greener investments and private sector development.

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

EU support to Jordan has a successful history of two green energy sector budget support actions between 2011-2020. Lessons from these actions, as well as the ongoing solid waste management sector budget support (2018 – 2023), green innovation grants, delegation agreements in the water and wastewater sectors and flagship regional programmes with the active participation of Jordan have been considered for the development of this action.

The action is aligned with the European Green Deal² and the EU's New Agenda for the Mediterranean³, and its Economic and Investment Plan⁴, focusing on the policy area for just green transition of climate resilience, energy and the environment. In particular, the action is prepared in conjunction with the EU support to the flagship project of desalinated water supply from Aqaba to Amman (including renewable energy generation), aiming at ensuring policy coherence in investment and environment actions.

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

The action will lead by 2026 to enabling the implementation of (i) green energy technologies (tentatively 150 additional detailed energy audits implemented in industrial facilities, 1,000 operational public transport and private e-vehicle charging stations throughout Jordan), (ii) the energy – water – agriculture nexus (tentatively award for construction of first pumped storage generation capacity, 500 additional off-grid solar water pumps installed for irrigation, afforestation rate increased to 3,000 donums / annum, (iii) construction of Marine Park Research Centre in Aqaba, (iv) circular economy processes (tentatively 15 additional integrated Resource Efficient and Cleaner Production practices implemented in industrial facilities), (v) expanded National Monitoring Information System for Waste, as well as (vi) green transition and other green growth projects implemented by municipalities, non-government organisations, civil society, academia and the private sector.

An amount of EUR 20 000 000 is foreseen from the general budget of the European Union for 2021 to be transferred from the Bilateral support to Jordan to the regional NIP budget-line as Blending Investment Grant to support the Flagship Infrastructure Project: Aqaba Amman Water Desalination and Conveyance Project (AAWDCP).

² COM(2019) 640, 11.12.2019

³ JOIN(2021)2, 9.2.2021

⁴ SWD(2021)23, 9.2.2021

2. RATIONALE

2.1. Context

Jordan faces persistent economic, social and security challenges which affect the pace of political and economic reforms. The COVID-19 pandemic has stretched public finances further.

The EU and Jordan have a strong partnership across many sectors and have been linked by an Association Agreement since 2002 (advanced status since 2010). The EU encourages Jordan to pursue growth and stability-oriented policies under the current arrangement with the International Monetary Fund (IMF) and the so-called “Five-Year Reform Matrix”. The EU will also continue dialogue to maintain progress on women's rights and judicial cooperation, and to push for further reform in other key areas such as freedom of expression, freedom of association and torture.

The updated Partnership Priorities give impetus to the latest EU policy orientations, notably under the European Green Deal, digitalisation and social inclusion. The EU's New Agenda for the Mediterranean focuses on 5 policy areas: (1) human development, good governance and the rule of law, (2) resilience, prosperity and digital transition, (3) peace and security, (4) migration and mobility, (5) green transition of climate resilience, energy and the environment.

Stemming from the EU global strategy that calls for a more comprehensive approach to external action, and particularly the European Neighbourhood Policy that is set to boost economic development in line with the 2030 Agenda for Sustainable Development and its Sustainable Development Goals and the Paris Agreement on climate change, the EU has clear mutual policy interest with Jordan to enhance good governance, economic growth and ensure the achievement of sustainable development goals. With the EU Green Deal, there are further clear opportunities and synergies to jointly work with Jordan on boosting sustainable economic development, with a focus on climate change actions, and supporting green economy development. Jordan's young population demands new sustainable and innovative economic opportunities.

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

Jordan's primary integrated multi-sectoral national development strategy Vision 2025 has set high ambitions for the country's socioeconomic development in the 2015-2025 period. With this strategy, Jordan had hoped to achieve an economic growth rate of 7.5% in 2025, while striving to get the poverty and unemployment rates as low as 8% and 9.17% respectively. The priorities for post-COVID-19 recovery are established in the Government's executive programmes, pending the revision of the Vision. The Government of Jordan (GoJ) has defined a set of priorities and actions based on strong private sector development and strengthened resilience in response to external economic shocks. The strategy lays out several priorities related to the environment, including climate change adaptation, water and energy efficiency (EE), waste management and natural resource protection, and explicitly prioritizes the development of Jordan's green economy in six targeted sectors. Investment needs are estimated exceeding USD 1.8 billion (United States Dollars) up to 2025 in line with Jordan's Nationally Determined Contributions (NDC) under the Paris Agreement: Energy (USD 85.3 million), Transport (USD 167 million), Water (USD 964.29 million), Waste (USD 248.25 million), Agriculture (USD 193.9 million) and Tourism (USD 172.7 million).

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

Jordan's National Green Growth Action Plan (2021-2025), also considering the challenges posed by the COVID-19 economic recovery was endorsed in June 2020 to elaborate a multi-sector development approach, aligned with the 2030 Sustainable Development Agenda and Sustainable Development Goals (SDGs) as well as Jordan's Nationally Determined Contribution (NDC) under the Paris Agreement. The NDC requires more than USD 5.1 billion in international financial support in order to achieve the 14% emissions reduction (1.5% unconditional and 11.5% conditional to availability of finance) by 2030). The Action Plan is focused on strengthening an enabling environment for greener investments and private sector development. A further increase in the emissions reduction target towards 25% by 2030 is under analysis.

The Action Plan elaborates and mainstreams green growth, climate change and sustainable development goals into strategic frameworks for each of the six green growth sectors, aiming to encourage the formulation of greener projects and implementation of priority policies that will strengthen the enabling environment for greener investments and private sector development. In developing the Action Plan, the Ministry of Environment (MoEnv) has worked in partnership with other key national stakeholders. Close collaboration with sectoral focal points was maintained and ministerial leadership was engaged through the Higher Steering Committee for Green Economy.

The Action Plan has the following objectives, which will lead to a more resilient economy against regional and global challenges by creating an enabling environment for developing green projects: (i) climate change adaptation and mitigation, (ii) enhanced natural capital, (iii) sustainable economic growth, (iv) social development and poverty reduction, and (v) resource efficiency. In parallel, Jordan is putting special focus on complementary development sectors that can boost economic development, such as digitalisation, research and innovation, as well as necessary reforms in education and health, which can contribute to green growth.

The latest Government Indicative Executive Programme for 2021-2024 also fully considers the effects and challenges posed by the COVID-19 pandemic. Under its Pillar Three, Transforming into a Digital and Green Economy, the commitments of the National Strategy for Green Growth 2021-2025 are addressed for the transformation towards a greener economy. Several priority projects have links with the EU Jordan Partnership Priorities and green growth in particular, notably the Green Economy Programme (EUR 200 Million), Private Sector Recovery and Resilience Project (EUR 300 Million), Developing the Agriculture Sector and providing employment opportunities (EUR 250 Million), Water Desalination and Aqaba-Amman National Water Conveyance Project (EUR 1.6 Billion) and the Intelligent Transport System (EUR 120 Million), among other relevant initiatives.

An amount of EUR 20 000 000 is foreseen from the general budget of the European Union for 2021 to be transferred from the Bilateral support to Jordan to the regional NIP budget-line as Blending Investment Grant to support the Flagship Infrastructure Project: Aqaba Amman Water Desalination and Conveyance Project (AAWDCP).

2.2. Problem Analysis

Short problem analysis:

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

- Lack of sufficient coordination amongst vital green growth sectors for joint planning of services and resources especially within energy, water and agriculture sectors;
- Lack of implementation, monitoring and reporting on national plan notably the National Renewable Energy Action Plan (NREAP) that reflects the demand-supply balance, the National Energy Efficiency Action Plan (NEEAP) and the Green Growth National action plan;
- Pressure on already limited resources (securing efficient energy and water supply and basic services) due to the large influx of refugees;
- Insufficient resource efficiency schemes within the industrial sector;
- Slow shift to e-mobility and sustainable transport solutions in both public and private sectors;
- Slow public private partnership (PPP) development in the field of the green economy (energy and environment service companies);
- Degradation of terrestrial and marine habitats;
- Lack of behavioral mind-set fostering the green economy (readiness to invest in new technologies that normally have higher capital cost).

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

- Ministry of Finance (MoF) / General Budget Department (GBD): Responsibility for State Budget and Policy financing.
- Ministry of Planning and International Cooperation (MoPIC): Main role to reflect the national development policies into sector strategies and to ensure the overall coordination of international donors.
- Ministry of Environment (MoEnv): Main policy maker mandated to follow up the implementation of the Green Growth Action Plan and ensure coordination among all sectors, as well as preserving the environment, natural resources and biodiversity (including environmental police rangers).
- Ministry of Energy and Mineral Resources (MEMR): Main policy maker in the energy sector, working to ensure the security of energy supply and implement the JES 2018-2030-2050 which focuses on the diversification of energy resources, especially Renewable Energy (RE), Energy Efficiency (EE), and enhances working synergies with associated sectors.
- Ministry of Water and Irrigation (MoWI): Main entity managing the water resources in Jordan, interested in sustainable energy supply at an affordable cost.
- Ministry of Agriculture (MoAgr): Main entity to develop, regulate and enhance the development of the agriculture and forestry sector, with a clear need to focus on synergies with other sectors, notably water and energy (nexus), and work on enhancing product development and trade opportunities.
- Ministry of Transport (MoT): Main policy maker governing transport sector development for land, marine and aviation, in need of aligning sustainable energy solutions to the sector.
- Ministry of Industry, Trade and Supply (MoITS): Responsible for setting national policies for the sustainable production and consumption in Jordan.
- Ministry of Local Administration (MoLA), along with Greater Amman Municipality (GAM) and Aqaba Special Economic Zone Authority (ASEZA): Responsible for managing municipalities in

Jordan and particularly implementing a comprehensive approach to solid waste management, including waste to energy facilities.

- Royal Scientific Society (RSS), along with other academic and research institutions: Working on applied research to set examples and bridge the gap between government and the private sector as well as to implement projects, e.g. enhancing the integration of RE and EE within local and rural communities as well as public authorities, and also working on sustainable consumption and production themes laying the base for circular economy.
- Private sector: Main developers in different sectors such as energy, water, industry, agriculture, tourism and trade, with increasing opportunities for greening development and job creation.
- Civil society: Key facilitators and enablers of sustainable greening development in Jordan, including non-government organisations (NGOs).

2.3. Additional Areas of Assessment

2.3.1. Pre-condition on Fundamental Values

Jordan is party to nine international human rights conventions. While a party to the CAT, the country has not ratified the Optional Protocol to the Convention (regarding a national preventive mechanism, confidential inquiries and individual complaint procedures) and the Jordanian Penal Code falls short of CAT standards – including in criminalising torture merely as a misdemeanour (Art. 208). Similarly, while a party to the ICCPR, it has not ratified the First and Second Optional Protocols (individual complaint procedure and abolition of the death penalty). Jordan holds reservations on CEDAW provisions (concerning equal rights with regard to nationality of children, equal rights and responsibilities in marriage and at its dissolution, equality of rights and responsibilities of parents, equal personal rights, including the right to choose a profession and occupation) that, together with the Personal Status Law, which upholds male guardianship, seriously impact the status of and sustain discrimination against women in the country. Jordan also holds reservations on the Convention of the Rights of the Child (including the right to choose religion) and permits exceptions to child marriage (authorised by Sharia judges for children over 15 years and three months old).

Jordan accepted 149 recommendations out of 226 made by the UN's Human Rights Council at the Third Universal Periodic Review (UPR) held in November 2018. Main concerns raised by the Working Group, the National Center of Human rights (NHCR) and other NGOs related to gender equality, women's empowerment, the treatment of detainees and inmates at police stations and prisons (including alleged use of torture), infringement of civil and political rights, namely restrictions of the freedom of expression and the right to peaceful assembly. The Law Governing NGOs, Cybercrime Law, Antiterrorism Law, Press and Publications Law are still not compliant with Jordan's international obligations. The Conclusions of the 12th meeting of the EU-Jordan Subcommittee on Human Rights, Democratisation, Rule of Law and Governance, held on 4 March 2020, also recommended to further address challenges in the fields of women's rights, freedom of expression and association, with a focus on supporting a conducive environment for the civil society. Fundamental freedoms (expression, association and assembly) have, however, deteriorated in the context of Covid-19 restrictions (even if the scope of the state of emergency relates only to the pandemic). And the dissolution of the Jordanian Teachers' Association in July by the Attorney General's Office (rather than suspension by court order and dissolution by court order, which only took place in December) points to a general regression in the Rule of Law and highlights interference in the administration of justice.

Provincial governors continue to make use of the 1954 Crime Prevention law, which allows them to place individuals in administrative detention without warrants or judicial review, denying them legal safeguards (information on the reason for their arrest, access to a lawyer and to a doctor, being brought before a judge without delay). While in direct contravention to the Criminal Procedure Law, this practice is used to detain individuals in the special court system, including on allegations of violating the counterterrorism or

cybercrimes laws, and is extensively used to detain women for reasons relating to “honour crimes”, allegedly for their protection. A consequent problem is the lack of documentation of cases and protection of those detained. As far as women’s detention is concerned, the MoSD established a shelter in July 2018 to provide an alternative to the administrative detention of women at risk, in “protective custody”, and other shelters are run by the Jordanian National Council for Women are in place, but these are underused. According to the Family Protection Division of the Public Security Department, gender-based violence offences have steadily increased, with 71,000 domestic and sexual violence cases reported in April 2020. The 2017 concluding observations of the CEDAW committee pointed out the persistent discriminatory normative and cultural stereotypes faced by women in Jordan, including those to access justice, due to their limited knowledge of their rights and challenges to uphold these rights, particularly migrant and refugee women. The government has amended a number of laws to promote gender equality, such as the Protection from Domestic Violence Act No. 15 of 2017; established a national plan to implement Security Council resolution 1325 on Women, Peace and Security and elaborated the 2020-2025 National Strategy for Women aiming to reduce all forms of gender-based violence (GBV) and discrimination, and seeking to realise full human rights and equal opportunities for women and girls to achieve inclusive and sustainable development.

2.3.2. Public Policy

In addition to the Green Growth Action Plan 2021-2025, the Strategic Plan 2020 – 2022 of the Ministry of Environment was also developed in 2020, including in its six strategic / institutional goals the Transition towards Green Economy: Achieve and promote sustainable economic growth that entails preserving the environment and taking the social dimension into consideration in order to bring about sustainable development through setting and implementing policies in the various development sectors. The expected impacts of the green economy goal are: gradual shift towards green growth and the promotion of sustainable consumption and production patterns, investment opportunities through the recycling project (circular economy), and reduction of the quantities of industrial wastewater and use as an irrigation source for trees.

From the six green economy sectors targeted in Jordan’s Vision 2025, the green energy sector is clearly the most developed in Jordan and can provide the necessary support to kick-start each of the other sectors, as demonstrated next:

1. Transport: promoting electro-mobility, building charging stations (in line with the holistic World Bank study currently under way in Jordan) and enhanced public transport networks;
2. Water and wastewater: efficient water pumping, optimized load management and implementing pumped storage projects;
3. Solid waste: fostering less materials in industry, applying reduce, reuse and recycle principles and building waste to energy plants (in complementarity to EU’s ongoing solid waste management sector budget support to Jordan);
4. Agriculture: utilizing renewable energy (RE) for water pumping, efficient pumping technologies and new irrigation technologies;
5. Tourism: enhancing economic competitiveness through reducing the high running costs of tourism facilities using EE and RE retrofitting as well as implementing the green building codes.
6. Comprehensive applications: Sustainable consumption and production, circular economy, and Nexus models notably energy-water-food.

It is noted that Jordan’s Energy Strategy (JES 2019–2030–2050), developed recently with EU support, comprises 6 scenarios for the development of the energy sector. The approved minimum dependency scenario (comprising US\$ 5 billion investments in power generation up to 2030) focuses on increasing Jordan’s reliance on local renewable sources of energy and reducing greenhouse gas emissions in addition to raising EE, including in particular the following green growth parameters: improvement of EE by 9% until 2030 (compared to 2018), improvement of EE in the water sector by 15% until 2025 (compared to 2018), and

increasing the transport sector's reliance on compressed gas and the use of electric transport vehicles (e-vehicles).

A strong multi-sectoral coordination of the multiple identified stakeholders for the implementation of green growth activities is required. This should be under the leadership of MoPIC, highlighting the importance of green growth to national development, and MoEnv, which is the competent sectoral Ministry for providing the necessary cross-sectoral monitoring of green growth. A further necessary coordination factor is the allocation of appropriate budget resources by MoF to all institutions participating in green growth activities. It is noted that the current institutional capacity of MoEnv for the cross-sectoral monitoring of green growth is weak and should therefore be strengthened through the provision of direct Technical Assistance within the present EU support to Green Economy in Jordan 2021 – 2024 action. The action's multi-sectoral Steering Committee will also ensure alignment with the Higher Steering Committee for Green Economy, formed during the recent development of the Green Growth Action Plan in Jordan. A specialist Technical Committee within the action, with the participation of various stakeholders, will further enhance their cooperation.

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

2.3.3. Macroeconomic Policy

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

In the same context, the EU's third Macro-Financial Assistance (MFA) to Jordan, for an amount of EUR 700 million, was signed in October 2020 to continue the EU support to Jordan to preserve macro-economic stability. The first tranche of EUR 250 million was disbursed in November 2020. The second tranche of EUR 250 million was released in July 2021. The third tranche of EUR 200 million will be released upon achievement of agreed reform targets.

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

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

Jordan's public debt is currently assessed as sustainable by the IMF. There is, however, a significant risk to debt sustainability if the envisaged fiscal outlook falls short of expectations and concessional external financing does materialise as anticipated. The IMF review concluded that the consolidated public debt to GDP ratio would approach 90% in short term, while the new medium-term policy framework will anchor at around

80% (by 2025). Servicing the energy and water sectors' existing debt burden weighs heavily on the public finances while major infrastructure investments projects are being prepared in the water sector in particular.

Jordan has been undertaking various measures to boost growth as part of the five-year Reform Matrix (2019) which is currently under review by the Government. The country is focusing on reducing the cost of doing business, strengthening governance and regulatory frameworks as well as increasing labour market flexibility and promoting digital economy. Energy, water, transport and tourism are the main sectors under focus. It is also aiming to enhance the overall competitiveness in the economy as well as efficiency of the public sector.

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

2.3.4. Public Financial Management

Between 2016 and 2018 a number of international PFM diagnostic assessments were carried out such as the Public Expenditure and Financial Accountability (PEFA), Tax Administration Diagnostic Assessment Tool (TADAT), Public Investment Management Assessment (PIMA) and the OECD/SIGMA Corruption Risk Assessment of the Public Procurement System. Following these assessments, the Government endorsed in September 2018 a new PFM Strategy (2018 – 2021) that builds on the previous Strategy (2014-2017). The priorities and activities of the current strategy are still highly appropriate to address existing weaknesses and the reforms are meaningfully sequenced with clear institutional arrangements.

The main priorities of the Government are:

- Secure long-term aggregate fiscal discipline by reducing budget deficit and public debt as a percentage of GDP;
- Increase the linkage between the annual budget and the priorities established by national strategic objectives, especially for capital expenditure.

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

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

In the past two years several reforms were launched some of which are yet to be completed. However, there is evidence of steady but slow progress in most PFM areas. Important efforts have been made to contain the rising public debt before the COVID-19 pandemic, and significant steps were taken in the area of Public Investment Management to managing all investments according to standards set by the new PIM framework. The Government has reviewed the pipeline of priority projects and aims at increasing concessional finance given the risks to debt sustainability.

The EU Delegation is currently carrying out an update of the PEFA together with a Climate PEFA having Jordan as a pilot, also to inform the Government's next phase of PFM reforms and strategy in the post-COVID-19 context.

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

2.3.5. Transparency and Oversight of the Budget

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

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

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

The Government has put in place a number of fiscal and monetary measures to address the socio-economic impact of COVID-19. Such measures include tax/duties reductions or deferrals, employment protection programmes, cash transfers and concessional lending schemes for citizens and companies most affected.

In agreement with the IMF, Jordan is committed to publish COVID-19 related spending, including beneficial ownership information for large transactions. Ministry of Finance (MOF) is continuously publishing the COVID-19 spending since September 2020 on the MOF website including beneficial ownership information for large transactions.

The authorities have also undertaken an ex-post audit of all spending directly related to efforts to prevent, detect, control, treat and contain the spread of COVID-19. An independent audit firm selected through a competitive tender conducted this audit.

For spending in 2020, the audit was conducted by PKF Jordan and is publically available⁵.

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

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

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

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

1. enhanced sustainable and efficient production and consumption patterns in the industrial sector;
2. enhanced coordination and sustainable resource management in the energy, water and agriculture sectors (nexus);
3. enhanced sustainable public and private transport;
4. enhanced circular economy and improved biodiversity and nature conservation in local development.

⁵ https://www.mof.gov.jo/EBV4.0/Root_Storage/EN/CORONA/1454_001.pdf.

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

- contributing to Specific Objective 1:

Direct outputs:

1.1 Increased Energy Efficiency in Jordan's industry sector

1.2 Resource Efficiency & Cleaner Production participation in Jordan's industry sector;

- contributing to Specific Objective 2:

Induced outputs:

2.1 Better coordination among stakeholders (including public, private, local authorities, NGOs, CSOs, Academia actors) to foster green economy initiatives;

2.2 Developed energy – water – agriculture nexus culture in public sector planning;

Direct outputs: ...

2.3 More conducive and better coordinated activities for the development of green growth and the green economy of Jordan;

2.4 Pumped storage feasibility study finalised and tendering for pumping storage launched;

2.5 Increased installation of off-grid solar water pumps for irrigation;

2.6 Progressed implementation of Jordan's Green Growth National Action Plans 2021-2025, National Renewable Energy Action Plan (NREAP) 2020-2025 and updated National Energy Efficiency Action Plan (NEEAP) 2021-2023;

- Contributing to Specific Objective 3:

Direct outputs:

3.1 Increased availability of sustainable public transport and number of private e-vehicle charging stations;

- Contributing to Specific Objective 4:

Induced outputs:

4.1 Developed circular economy culture in private and municipal sector planning;

4.2 Adopted best available technologies and achieved green innovation.

Direct outputs: ...

4.3 Increased forestation and marine biodiversity protection and conservation;

4.4 Expanded National Monitoring Information System for Waste (NMISW) and elaborated hazardous waste management plans (complementary support);

4.5 Implemented green growth projects by municipalities, NGOs, civil society organisations (CSOs), academia and the private sector.

3.2. Indicative Activities

Activities related to Output 1.1 and 1.2:

- Detailed energy audits conducted in industrial facilities
- Integrated RECP practices implemented in industrial facilities

Activities related to Output 2.1 and 2.2:

- Multi-stakeholder consultation meetings implemented relating to green growth and green economy issues across 2 or more sectors (especially between water – energy and water – agriculture);
- Integrated progress reports for the energy, water, agriculture, transport sectors and buildings/infrastructure sector;
- Support for construction of pumped storage RE generation capacity;

- Off-grid solar water pumps installed for irrigation.

Activities related to Output 3.1:

- Operational sustainable public transport and private e-vehicle charging stations

Activities related to Output 4.3, 4.4 and 4.5:

- Support for afforestation and establishment of the marine reserve and construction of Marine Park Research Centre
- Expanding NMISW to include remaining landfill sites and transfer stations and elaborating waste management plans for selected hazardous waste streams

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

Outcomes of the Strategic Environmental Assessment (SEA) screening

The SEA screening concluded that no further action was required.

Outcomes of the Environmental Impact Assessment (EIA) screening

The EIA screening classified the action as Category B (not requiring an EIA, but for which environment aspects will be addressed during design).

Outcome of the Climate Risk Assessment (CRA) screening

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

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality and women's and girl's empowerment is a significant objective of the action. Measures to support the involvement of women in the Jordan's green growth labour market have been emphasised in the frame of the action's identification and consultative process with all stakeholders. Increasing women's empowerment is foreseen in different components of the action, including policy development, strategies and action plans, as well as in providing job opportunities in the Green economy. Green Growth Strategy also refers to gender mainstreaming and Youth empowerment.

Human Rights

The action will lead in an integrated manner towards inclusive green growth, with no areas and no one left behind, which are directly in line with the Government of Jordan's green growth objectives as well as the EU Green Deal. The protection of human rights is a cross-cutting theme embedded in all of the action's green growth activities.

Disability

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

Democracy

Participation development and good governance, which contribute to an enhanced democracy, are principal objectives of the action. The action will contribute to improving governance in Jordan's green growth sectors,

e.g. through cross-sector institutional capacities and coordination at policy and implementation levels, enhanced results-oriented budgeting, monitoring and evaluation, as well as the increased involvement of local government, NGOs, CSOs and the private sector.

Conflict sensitivity, peace and resilience

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

Disaster Risk Reduction

Disaster risk reduction is a significant objective of the action technical assistance. The improved resilience of central Amman to rainfall, through the construction of stormwater drainage facilities, is an example green growth project to be included in the action’s technical assistance support.

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

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

3.4. Risks and Lessons Learned

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1-External environment	The Jordanian economy is facing a serious socio-economic situation and challenges, associated with the influx of refugees, with increased unemployment and poverty rates, that may trigger negative social reactions and social unrest.	M	H	The action will support the development of the green economy in line with national plans and strategies and special resilience plans for the refugee influx. The action will ensure synergies through the proposed activities and serve to reduce social tension and political risks through the provision of more job opportunities and basic services.
	The impact of the political crisis in the region, and the Covid-19 pandemic	M	H	The action will enhance the active participation of local government, NGOs, CSOs and the private sector along with the

	is significant and prolonged, including slowing down the implementation of reforms and other activities.			competent line ministries, which will mitigate the impact of regional unrest.
2-Planning, processes and systems	Sectoral allocations of state budget to green growth support by GBD in Jordan are not sufficient to fully achieve targets.	M	H	The policy dialogue will be leveraged to ensure close monitoring and evaluation of the budgeted actions. Guidance from the action's Steering Committee to the different stakeholders and multiple ministries will ensure proper sectoral allocations to implement the action's objectives according to the annual work plan.
2-Planning, processes and systems	MoEnv may encounter difficulties in the implementation of proposed reforms and coordination of activities and enhancing its institutional capacities and capabilities while coordinating with line ministries. Stakeholders in the various sectors do not fully cooperate, consequently preventing change and improvement.	M	M	The creation of the action's Steering Committee under the leadership of MoEnv and MoPIC will ensure monitoring and alignment, in close coordination with the Higher Steering Committee for Green Economy formed during the recent development of the Green Growth Action Plan. A specialist Technical Committee within the action, with the participation of various stakeholders, will ensure enhanced cooperation. The TA will further enhance the needed institutional, regulatory, legal and technical capacities within MoEnv as well as the different stakeholders.

Lessons Learned:

EU support to Jordan has a successful history of two green energy Sector Budget Support actions between 2011 and 2020. Throughout this period, there were some delays from public sector institutions in achieving the set indicators. Some of the set indicators were not appropriate (e.g. regarding EE) and some of the reform benchmarks over-optimistic. Furthermore, appropriate risk mitigation measures were not initially defined. Nevertheless, both actions were implemented effectively, with the contribution of donor coordination and complementarity in the initial period in particular. The expected impact was reached, in a manner that facilitates the continuous and sustainable penetration of RE throughout Jordan and the universal consideration of RE penetration as an important national success story. Pilot projects and complementary actions proved positive impacts and opportunities for replicability and scaling-up.

These lessons are being taken into consideration in the formulation of this action, which comprises a much broader sectoral coverage to green energy. Further lessons from the EU's ongoing solid waste management Sector Budget Support (2018 – 2023), green innovation grants and delegation agreements in the water and wastewater sectors, as well as flagship regional programmes with the active participation of Jordan (e.g. SWITCH-MED, CLIMA-MED, WES, RTAP) are also being considered.

3.5. Intervention Logic

The underlying intervention logic for this action is that if the 4 Outcomes (Specific Objectives) are achieved, then the action will contribute to the desired Impact (Overall Objective) of the development of a green, environmentally sustainable and socially inclusive post Covid-19 economy through the enhanced implementation of Jordan's green growth strategy and action plan. This is because each of the action's sectoral Outcomes, i.e. focusing on industry, the energy - water – agriculture nexus, transport and local development (including biodiversity and nature conservation), will contribute in an integrated and coordinated manner to Jordan's green growth economic recovery.

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

An important focus element of this action is a multi-sectoral policy dialogue with multiple stakeholders, including international donors, in Jordan's transition towards a green economy. A specific output under the budget support component is to encourage more conducive and better coordinated activities for the development of green growth and the green economy of Jordan, through regular multi-stakeholder consultation meetings involving the energy, water, agriculture, transport and building infrastructure sectors.

The EU engaged in high-level policy dialogue as well as technical exchanges throughout the programme preparation process, and will continue with this process during implementation, building on existing structures notably the Green Growth High Level Committee, the Climate Change High-level Committee, National Determined Contributions coordination platforms as well as technical working groups on green growth and sector national plans.

3.6. Indicative Logical Framework Matrix

Results	Results chain	Indicators (max. 15)	Baselines (2020)	Targets by the end of the budget support contract (2024)	Sources of data (1 per indicator)
Indicative Impact of the policy	To contribute to the development of a green, environmentally sustainable and socially inclusive post Covid-19 economy through the enhanced implementation of Jordan's green growth strategy and action plan.	% contribution of energy, water, agriculture, transport, solid waste management and industry sectors to Jordan's GDP	-2.2%	2.5%	MoF and MoPIC annual reports
Expected Outcomes of the policy	1. Enhanced sustainable and efficient production and consumption patterns in the industry sector	National plans and Annual national investment budget for Jordan's industry sector (JD)	0	270 M JOD	MoITS and MoF annual reports
	2. Enhanced coordination and sustainable resource management in the energy, water and agriculture sectors(nexus)	High-level and technical committees, national plans reporting and Annual national investment budget for Jordan's energy, water and agriculture sectors (JD)	0	25 M JOD	MEMR, MoWI, MoAgr and MoF annual reports
	3. Enhanced sustainable public and private transport	National plans and Annual national investment budget for Jordan's transport sector (JD)	-	290 M JOD	MoT and MoF annual reports
	4. Enhanced circular economy and improved biodiversity and nature conservation in local development	National plans on Resource efficiency and Annual national investment budget for Jordan's environment and local administration sector (JD)	-	7 M JOD	MoEnv, MoLA and MoF annual reports

Induced Outputs	2.1 Better coordination among stakeholders (including public, private, local authorities, NGOs, CSOs, Academia actors) to foster green economy initiatives;	Mainstreaming green growth at the level of policy planning	Minimal	Sectoral strategies / action plans prioritizing green growth	MoPIC, MoEnv, MEMR, MoWI, MoAgr, MoT and MoITS annual reports
	2.2 Developed energy – water – agriculture nexus culture in public sector planning	Indexes for the consumption of water and energy in the agricultural sector	0	2	MEMR, MoWI and MoAgr annual reports
	4.1 Developed circular economy culture in private and municipal sector planning	Availability of strategy/plan for circular economy in the industry sector	National Strategy and Action Plan for Sustainable Consumption and Production 2016-2025	Adoption and implementation of National Action Plan for RECP in Jordan	MoEnv and MoITS annual reports
	4.2 Adopted best available technologies and achieved green innovation	Number of innovative green growth projects being implemented in Jordan	Minimal	Promotion of innovative green growth case studies implemented in Jordan	MoEnv, MEMR, MoWI, MoAgr, MoT and MoITS annual reports

Direct Outputs	1.1 Increased EE in Jordan's industry sector	Number of additional detailed energy audits conducted in industrial facilities	0	150	Jordan Renewable Energy and Energy Efficiency Fund (JREEEF) progress reports on NEEAP, National Energy Research Centre NERC progress reports, JCI+ACI annual reports
	1.2 Increased RECP participation in Jordan's industry sector	Number of additional integrated RECP practices implemented in industrial facilities	12	15	Jordan RECP plan RSS+JCI+ACI annual reports
	2.1 Better coordination among stakeholders (including public, private, local authorities, NGOs, CSOs, Academia actors) to foster green economy initiatives	Number of additional multi-stakeholder consultation meetings implemented relating to green growth and green economy issues across 2 or more sectors	0	12	MoPIC and MoEnv annual reports
	2.4 Pumped storage feasibility study finalised and tendering for pumping storage launched	First 220 MW pumped storage RE generation capacity	0 Feasibility study	Finalise feasibility study and launch construction tender	MoWI, MEMR and Energy & Minerals Regulatory Commission (EMRC) annual reports
	2.5 Increased installation of off-grid solar water pumps for irrigation	Number of additional off-grid solar water pumps installed for irrigation with EU co-financing, without over-exploiting water resources	320 (from REEE II)	500	Implementation monitoring reports (including quality assessments)

	2.6 Progressed implementation of Jordan's Green Growth National Action Plans 2021-2025, NREAP 2020-2025 and updated NEEAP 2021-2023	Number of integrated monitoring reports on the implementation of the Green Growth National Action Plans 2021-2025, NREAP 2020-2025 and NEEAP 2021-2023	0	6	Integrated green growth and EE progress reports on energy, water, agriculture, transport and buildings
	3.1 Increased availability of sustainable public transport and private e-vehicle charging stations	Number of operational public transport and private e-vehicle charging stations throughout Jordan	50	1,000	MoT and MEMR annual reports
	4.3 Increased forestation and marine biodiversity protection and conservation	Annual afforestation level (donums) and progress in implementation of the marine reserve and Marine Park Research Centre	550 donums of forests / Designation of 1 marine protected area	3,000 donums of forests / Establishment of the marine reserve and Marine Park Research Centre	MoEnv and MoAgr annual reports
	4.4 Expanded NMISW and elaborated hazardous waste management plans (complementary support)	% of Jordan's landfilled waste monitored in NMISW	65%	100%	Implementation monitoring reports
	4.5 Implemented green growth projects by municipalities, NGOs, CSOs, academia and the private sector (complementary support)	Number of new green growth projects by municipalities, nature protection and environment NGOs, CSOs, industries, SMEs, academia and young entrepreneurs	0	10	Award decisions and final reports of green growth projects under the CFP

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

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

4.2. Indicative Implementation Period

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

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

4.3. Implementation of the Budget Support Component

4.3.1. Rationale for the Amounts Allocated to Budget Support

The amount allocated for the budget support component is EUR 24 million, and for complementary support is EUR 16 million. This amount is based on the identification and formulation analysis that showed the need to focus on Jordan's green growth strategy and action plan, in which green energy, water, agriculture (i.e. the nexus), as well as transport, solid waste management and circular economy must be prioritised. All improved performance (budget support) and green growth facilitation (complementary support) outputs are associated with specific investment needs included in Jordan's Green Growth Action Plan (2021-2025):

1. Energy sector: Electric vehicle charging stations and services provision (USD 16.3 million, associated with output 3.1), national energy storage action plan (USD 10 million, associated with output 2.4);
2. Water sector: Support water efficiency in industry (USD 4.14 million, associated with output 1.2), improve irrigation efficiency in the Jordan Valley and energy efficiency in the well fields and pumping stations (USD 99.5 million, associated with output 2.5);
3. Agriculture sector: Develop and implement a national afforestation programme (USD 40 million, associated with output 4.3);
4. Transport sector: Develop national electric mobility action plan and implement public transport electric mobility pilot in Amman (USD 6 million, also associated with output 3.1);
5. Waste sector: Establish national centre for excellence and implement behavioral change campaign on the circular economy (USD 25 million, also associated with output 1.2 and 4.1), develop and implement a masterplan for national hazardous waste management and the rehabilitation of Swaqa hazardous waste landfill (USD 35 million, associated with output 4.4).

The action therefore contributes to the development of a green, environmentally sustainable and socially inclusive post COVID-19 economy in line with Jordan's Green Growth Action Plan.

4.3.2. Criteria for Disbursement of Budget Support

a) Conditions.

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

- Satisfactory progress in the implementation of Jordan's Green Growth Action Plan (2021-2025) and relevant national plans such as NEEAP & NREAP and continued credibility and relevance thereof or of the subsequent policy.

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

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

1. Efficient industry sector;
2. Strengthened energy, water and agriculture nexus;
3. Sustainable transport sector;
4. Enhanced green growth.

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

c) Modifications:

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

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

d) Fundamental values:

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

4.3.3. Budget Support Details

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

4.4. Implementation Modalities for complementary support to a Budget Support

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁶.

⁶ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

4.4.1. Direct Management (Grants)

a) Purpose of the grant(s)

The grants scheme will support the activities related to Specific Objective 4: implemented green growth projects by municipalities, NGOs, CSOs, academia and the private sector by implementing pilot green growth projects which will apply the best available technologies, research and innovation, in order to set practical models for enhancing the green economy of Jordan and promote the cooperation between municipalities, NGOs, CSOs, academia and the private sector around green growth initiatives.

b) Type of applicants targeted

Potential applicants include local authorities, NGOs, CSOs, academic institutions and other public bodies, economic private operators such as small and medium enterprises with a particular link to the green economy.

4.4.2. Direct Management (Procurement)

Procurement will contribute to achieving Specific Objectives 1, 2, 3 and 4, as presented under section 3.1.

4.4.3. Indirect Management with entrusted entity

A part of this action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria: a Member State organisation that has a track record in developing such systems, as well as sound experience in the solid waste and hazardous waste management, planning and monitoring, with relevant experience in Jordan or the region.

The implementation by this entity will entail to expand the National Monitoring and Information System of Solid Waste (NMISW) in Jordan, as well as elaborating on hazardous waste management plans and contribute to the specific objective 4. Building on previous EU support, the new phase entails expanding the NMISW, currently covering 65% of waste landfilled in Jordan, to include the remaining landfill sites and transfer stations, as well as elaborating waste management plans for selected hazardous waste streams (which is the most acute waste management problem in Jordan).

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

If the indirect modality as per section 4.4.3 cannot be implemented due to circumstances outside of the Commission's control, the Commission will shift to direct management through a grant as per section 4.4.1.

4.5. Scope of geographical eligibility for procurement and grants

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

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

4.6. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Budget support - cf. section 4.3	24 000 000
Implementation modalities – cf. section 4.4	
Indirect management with MS Organisation – cf. section 4.4.3	6 000 000
Grants - total envelope under section 4.4.1	5 000 000
Procurement - - total envelope under section 4.4.2	4 000 000
Evaluation – cf. section 5.2	500 000
Audit – cf. section 5.3	
Communication and visibility – cf. section 6	N.A
Contingencies	500 000
Totals	40 000 000

4.7. Organisational Set-up and Responsibilities

The Ministry of Planning and International Cooperation (MoPIC) is the signatory of the Financing Agreement and the action’s supervisor, with overall responsibility for coordination with the EU and the various stakeholders involved. It is also responsible for facilitating the monitoring and appraisal missions to be conducted in the framework of this programme. MoPIC may assign a team to work on managing, monitoring and facilitating this action.

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

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

A specialist Technical Committee, chaired by the MoEnv as a Secretariat, will be set and will report to the Steering Committee to facilitate implementation of the activities, including technical and financial planning. Its composition will reflect the variety of stakeholders in the green economy and growth effort. It will include at least one representative of each of the following institutions: MoEnv, MEMR, MoWI, MoAgr, MoT, MoITS, private sector (represented by the Chamber of Commerce, Associations and Foundations, Vocational

Training Corporation and Higher Council of Science and Technology) and civil society (including rights holders such as youth, women organizations and organizations representing vulnerable and marginalized groups). The EU Technical Assistance will participate in the Technical Committee as an advisor. The stakeholders will be called for meetings every 3-4 months and more often if deemed necessary. The other line ministries, semi-governmental institutions, private sector and civil society organisations will be called upon when needed.

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

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

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

Roles and responsibilities for data collection, analysis and monitoring:

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

The statistical and monitoring systems as well as the quality of official data in the policy field covered have been assessed. This assessment has fed into the design of the action, and will guide the focus of the EU Technical Assistance towards ensuring cross-sectoral alignment and gradual enhancement and elaboration of the green economy monitoring and reporting system in Jordan. Data systems are assessed credible but further capacity building is foreseen to strengthen national systems.

5.2. Evaluation

Having regard to the importance of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

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

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the integrated implementation of green growth needs to be enhanced in Jordan, and also because some of the activities (such as integrated RECP practices implemented in industrial facilities, the construction of pumped storage RE generation capacity, sustainable e-vehicle charging stations, the Marine Park Research Centre, SME support for green transition, as well as the innovative green growth projects implemented throughout Jordan) are particularly innovative and can be considered as a pilots.

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

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

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

Evaluation services may be contracted under a framework contract.

5.3. Audit and Verifications

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

6. COMMUNICATION AND VISIBILITY

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

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

These obligations apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support),

contractors, grant beneficiaries or entrusted entities. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreements.

Communication and visibility measures may be funded from the amounts allocated to the action. For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds.

Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

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

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

It is envisaged that a contract for communication and visibility may be contracted.

For budget support, efforts will be made to coordinate these communication and visibility activities with the Government of Jordan's communication on green growth economy itself policy itself and/or its results. Strengthening the capacities of Jordanian institutions to communicate on their green growth policies, related reforms and on their expected / achieved results will be a primary consideration in this context.



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THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX II

of the Commission Implementing Decision on the financing of the individual measure in favour of the Hashemite Kingdom of Jordan for 2021

Action Document for Support to Rule of Law and justice for all in Jordan

ANNUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan/measure in the sense of Article 23(3) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS Basic Act	Support to Rule of Law and justice for all in Jordan Annual measure in favour of the Hashemite Kingdom of Jordan for the year 2021 CRIS number : NDICI-GEO-NEAR/2021/43397 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Jordan, throughout all regions.
4. Programming document	N.A.
5. Link with relevant MIP(s) objectives/expected results	N.A.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Rule of Law, access to justice, human rights, gender equality (DAC 150, Government and civil society)
7. Sustainable Development Goals (SDGs)	Main SDG: 16, Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels Other significant SDGs: SDG 5: Achieve gender equality and empower all women and girls; SDG 10: reduce inequalities within and among countries.

8 a) DAC code(s)	15130, Legal and judicial development, 80% 15210, Security system management and reform, 20%			
8 b) Main Delivery Channel	Central Government - 11001			
9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development ¹ <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	11. Internal markers	Policy objectives	Not targeted	Significant objective
Digitalisation Tags: digital connectivity digital governance digital entrepreneurship		<input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

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

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

BUDGET INFORMATION

12. Amounts concerned	<p>Budget line(s) (article, item): 14.020110 Southern Neighbourhood</p> <p>Total estimated cost: EUR 30 000 000</p> <p>Total amount of EU budget contribution EUR 30 000 000, of which EUR 26 500 000 for budget support and EUR 3 500 000 for complementary support.</p>
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MANAGEMENT AND IMPLEMENTATION

13. Implementation modalities (type of financing and management mode)	<p>Budget Support</p> <p>Direct management through:</p> <ul style="list-style-type: none"> - Budget Support: Sector Reform Performance Contract - Procurements
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1.2. Summary of the Action

The Government of Jordan has embarked upon large-scale Rule of Law (RoL) reforms, in order to enhance the efficiency and effectiveness of justice services and judicial procedures, namely by increasing the independence of the Judiciary and operating an extensive digitalisation and automation of justice systems to improve workflow management and the exchange of information between justice sector institutions. Reforms introduced from 2017 have increased the implementation of free legal aid services and alternative sanctions. However, RoL reforms need further support to improve the management and quality of justice services delivered to citizens, to strengthen guarantees for fair trial in criminal procedures and encourage the use of alternative measures to detention.

The action builds upon the support provided by the EU to the Rule of Law (RoL) reform agenda over the last decade. It seeks to maintain and support efforts already undertaken and progress achieved by the justice and law enforcement institutions to deliver effective, efficient, and accountable justice services and judicial procedures. It fully aligns with the multiannual indicative programming under its priority 1, Good governance (SDG 5, 10, 16) and in its objective to improve the right to a fair trial and access to justice for all, in particular for persons in vulnerable situations.

The **overall objective** of the action is to consolidate the Rule of Law and access to justice for all in Jordan. It aims to balance the supply and demand sides of the Rule of Law reforms, by further enhancing the

performance, quality, accountability and transparency of justice services and criminal proceedings, in compliance with international law standards and by integrating gender responsive and rights-based approaches.

The **Specific Objective** (Outcome) of this action is to contribute to enhancing the performance, quality, accountability and transparency of justice system, in line with international legal standards, gender responsive and rights-based approaches.

The expected **outputs** are as follow:

1. Management, administrative and technical capacities of justice sectors institutions and judicial procedures are further developed, modernised, implemented and monitored, with a gender responsive approach.
2. Qualifications and skills of judges, prosecutors and investigators are strengthened, among others, on specialised crimes.
3. Revisions and amendments to the criminal law and procedure framework are discussed and drafted to increase fair trial guarantees and legal safeguards especially at the pre-trial stage and during detention , in line with international human rights obligations.
4. Correctional and rehabilitation services are further developed to ensure standardised levels of service delivery in line with international best practices and with a gender responsive approach.
5. Anti-narcotic investigations, treatment and rehabilitation mechanisms concerning drug addict offenders (including juveniles) are improved in line with human rights' international standards and best practices.
6. Alternative sanctions and alternative measures to pre-trial detention are further promoted and developed (including for drug addict juveniles) by criminal justice institutions in line with international law standards and best practices.
7. Inter-communication and coordination among RoL sector institutions, dissemination of legal information and awareness on Rule of Law sector reforms and legal rights of the most vulnerable groups are increased.

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG Goal 16 "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions all levels".

2. RATIONALE

2.1. Context

Following the constitutional amendments of 2016, Jordan has pursued its governance transformation and socio-economic reform agenda, with a commitment to Agenda 2030 and Sustainable Development Goals. In the last decade the country undertook **major reform initiatives** in the Rule of Law sector. A significant legislative production and revision process resulted in the **strengthening of the independence** of the Judiciary, **improved litigation procedures** and enhanced fair trial guarantees. Justice and law enforcement institutions embarked on an ambitious modernisation and digitalisation process, introducing innovative technology and automation systems for exchange and transmission of judicial data and cases, establishment of remote trials and e-justice services to improve public access to information and efficiency of service delivery.

Despite these achievements, the country still faces **challenges in fulfilling its human rights obligations in justice and rule of law**. Jordan ranks 50 (out of 128) on the World Justice Project Rule of Law index 2020,

and whilst performing best in criminal justice, civil justice and regulatory enforcement (average rank of 34), declining scores are observed on fundamental rights and open government (ranks 88 and 91). Jordan ranks low in the global Gender Gap, positioned 138 (out of 153)², with the lowest score on economic participation and opportunity (145).

The **consequences of the COVID-19 sanitary crisis** along with the lockdowns, curfews, trade disruptions and suspension of international travel had a sizable impact on Jordanian's economy and employment market. Jordan's unemployment rate continued to rise, reaching 23% in the second quarter of 2020 from 19.2% in 2019. The Gender Development Index for 2019 reports an important difference of resources between men and women, the GNI per capita is \$3,324 for females, and \$16,234 for males. Despite the low level of female participation in the labour market (14.4 percent compared to 63.7 for men), the **level of debt for women** has been particularly alarming during the last two years and the sanitary restrictions imposed during the pandemic worsened their situation, in particular for single mothers and female headed families, who lost income, mobility and access to legal support³. In 2019, the Minister of Social Development (MoSD) stated that around 50,000 women were wanted for charges of financial fraud. Many women in Jordan continue to be **trapped in debt** and some of these women end up in prison.⁴

The country keeps facing internal political challenges due to recurrent changes of government, cabinet reshuffles, a controversial electoral law and a fragile parliamentary system, which resulted in a turnout of only 29% during parliamentary elections held in November 2020. In the midst of the regional turmoil and continuous instability at its borders, Jordan remains relatively stable and secure in comparison to its neighbours⁵. Social strikes and protests driven by poverty and inequalities have however toughened the response of the security apparatus, whose powers increased with the reactivation of the National Defence Law no. 13 of 1992 since 18 March 2020. The issuance of the **defence orders lead to a backslide on human rights and gender equality**, restricting the rights of expression and assembly and the rights of the defence in a trial.

Fundamental values

Jordan is party to nine international human rights conventions. While a **party to the Committee Against Torture (CAT)**, the country has not ratified the Optional Protocol to the Convention (regarding a national preventive mechanism, confidential inquiries and individual complaint procedures) and the Jordanian Penal Code falls short of CAT standards – including in criminalising torture merely as a misdemeanour (Art. 208). Similarly, while a **party to the International Covenant on Civil and Political Rights (ICCPR)**, it has not ratified the First and Second Optional Protocols (individual complaint procedure and abolition of the death penalty). Jordan holds **reservations on Committee on the Elimination of Discrimination Against Women (CEDAW)** provisions (concerning equal rights with regard to nationality of children, equal rights and responsibilities in marriage, equality of rights and responsibilities of parents after marriage dissolution, equal personal rights, including the right to choose a profession and occupation) that, together with the Personal Status Law (which upholds male guardianship), seriously impact the status of and sustain discrimination against women in the country. Jordan also holds reservations on the Convention of the Rights of the Child (including the right to choose religion) and permits exceptions to child marriage (authorised by Sharia judges for children over 15 years and three months old). Jordan accepted 149 recommendations out of 226 made by the UN's Human Rights Council at the Third Universal Periodic Review (UPR) held in November 2018. Main concerns raised by the the National Centre of Human rights (NHCR) and NGOs related to **gender equality**,

² World Economic Forum's Gender Gap Index 2020

³ Sources: Center for Strategic Studies survey April 2020 <http://jcss.org/ShowAllNews.aspx?catid=11>; reports published by the NGOs Tamkeen (<https://tamkeen-jo.org/covid-19>) and AARD on the Impact of the COVID-19 Pandemic on Women's Access to Justice in Jordan (<https://www.ardd-jo.org/Publications/the-impact-of-the-covid-19-pandemic-on-womens-access>)

⁴ ARDD (October 2020 and March 2021). Policy briefs – Women's advocacy issues Volume 1 and 2, on the indebtedness of women in Jordan during COVID-19 pandemic and challenges women face with debt and loans. Human Rights Watch (2021). Debt imprisonment in Jordan.

⁵ DCAF – Security and Justice Sector Governance in the Middle East. October 2019

women's empowerment, the treatment of detainees and inmates at police stations and prisons (including alleged use of torture), infringement of civil and political rights, namely **restrictions of the freedom of expression** and the right to peaceful assembly. The Laws governing NGOs, Cybercrime Law, Antiterrorism Law, Press and Publications Law are still not compliant with Jordan's international obligations. **Fundamental freedoms (expression, association and assembly) have deteriorated** in the context of COVID-19 restrictions (even if the scope of the state of emergency relates only to the pandemic). The dissolution of the Jordanian Teachers' Association in July 2020 by the Attorney General's Office (rather than suspension and dissolution by court order, which only took place in December) pointed to a general regression in the Rule of Law and highlights interference in the administration of justice. Provincial governors continue to make use of the 1954 Crime Prevention law, which allows them to place individuals in administrative detention without warrants or judicial review, denying them legal safeguards (information on the reason for their arrest, access to a lawyer and to a doctor, being brought before a judge without delay). While in direct contravention to the Criminal Procedure Law, this practice is used to detain individuals in the special court system, including on allegations of violating the counterterrorism or cybercrimes laws, and is extensively used to detain women for reasons relating to "honour crimes", allegedly for their protection. A related problem is the lack of documentation of cases and protection of those detained. As far as women's detention is concerned, the Ministry of Social Development (MoSD) established a shelter in July 2018 to provide an alternative to the administrative detention of women at risk, in "protective custody", and other shelters are run by the Jordanian National Council for Women are in place, but underused. According to the Family Protection Department of the PSD, gender-based violence offences have steadily increased, with 71,000 domestic and sexual violence cases reported in April 2020.

Complementarity with EU and other Donors

The proposed action is complementary to the planned interventions supported by the EU in the rule of law and governance sectors. It fully complements and creates synergies with a parallel action focussing more directly on enhancing access to justice for refugees and host communities. It will strengthen the integrity and accountability programme improving the performance of public administrations and their responsiveness to citizens' needs at both central and local levels. The action will also run in parallel with other programmes supporting the capacities of security and law enforcement agencies, including assistance to the PSD /Community Peace Center on Preventing Violent Extremism (PVE) issues; the Family Protection Department (FPD) and the WPD on GBV issues in the refugee camps and communities in the North and Mafraq regions; two integrated border management projects in the North-Eastern parts of Jordan as well as the Jordanian National Action Plan (JONAP) for the implementation of UN Security Council Resolution 1325 on Women, Peace and Security (2018-2021).

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

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

EU added value

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

The action additionally reflects the objectives laid out in the *EU Action Plan on Human Rights and Democracy (2020-2024)*⁶, in particular the protection and the empowerment of right holders, the reinforcement of accountability mechanisms, the increased respect of human rights in the administration of justice and the deeper engagement with civil society. The action will also take into account the *EU Gender Equality Strategy (2020-2025)*⁷ and the *Gender Action Plan (GAP) III (2021-2025)*⁸, to mainstream the gender perspective throughout the action project cycle, with a focus on some thematic engagements, namely on strengthening economic and social rights and empowering girls and women, and advancing equal participation and leadership. The EU - Jordan bilateral relations have been conducted under the EU-Jordan Association Agreement and the EU-Jordan partnership priorities. The support to the Rule of Law (RoL) has been emphasized as a priority area of the EU-Jordan bilateral cooperation, namely under the last Support Single Framework 2014-2020, which focused on strengthening the rule of law for enhanced accountability and equity in public delivery and the Partnership Priorities.

The action further aligns with the renewed EU partnership with the Southern Mediterranean partner countries as provided for under the Joint Communication of 9 February 2021⁹. The new agenda draws on the full EU toolbox and proposes to join forces in fighting climate change and speeding up the twin green and digital transformation and to renew our commitment to shared values. A dedicated Economic and Investment Plan¹⁰

⁶ <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020JC0005>

⁷ COM(2020) 152

⁸ JOIN(2020) 17

⁹ JOIN(2021) 2

¹⁰ SWD(2021)23

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

2.2. Problem Analysis

Priority Area and sector 1:

Performance, quality, accountability and transparency of justice service delivery

Despite the progress achieved on the independence of the Judiciary and efficiency of justice service delivery through automation of IT infrastructure improving transmission of criminal cases between agencies, all justice sector institutions need to consolidate their administrative workflow and management of judicial procedures. Beneficiary institutions have improved their planning, implementation and monitoring processes of their respective strategies, but struggle to cope with legislative and technologic progresses. Shortcomings include skills and capacities of their human resources in data analysis, management and reporting, namely on financial and budgetary aspects (costing of strategies, budget and investment planning, monitoring, execution, and regulatory impact assessment). The sector has significant capacity building needs to overcome the lack of ICT skills and bridge a mind-set gap. In parallel there is a strong need for further investments in interconnectivity, automation and digital systems to speed up the entire criminal justice chain, improve the quality of the litigation process, and the delivery of e-services and management processes. The priorities for interconnectivity between agencies and the support of new IT systems will build on and complete the achievements of the ongoing RoL programme, to support optimal coordination and data exchange among criminal agencies. The needs will be assessed and costed prior to the provision of new infrastructure and equipment, in connection with the recent upgrade of the courts' case management system (MIZAN III), and in order for justice services to be more accessible and delivered in compliance with international standards. Training is also required on all aspects of investigation and litigation procedures, in particular, for prosecutors to enhance their investigative skills, analysis and prosecution skills in specialised crimes (drug offences, human trafficking, cyber-crime, money laundering, and economic crimes). Accountability mechanisms for the justice and police sectors need to be further strengthened to ensure public confidence across the Criminal Justice System and lessen perceptions of corruption and criminality within justice and law enforcement institutions. The judicial inspection unit of the Judicial Council (JC) requires further assistance to apply procedures in place and the reviewed code of conduct for the Judiciary. The PSD's Judicial Affairs Department, which is responsible for investigating all allegations of criminality and corrupt practice involving its officers (20,000 investigations per year) also requires capacity building for its 52 Police Judges, 201 Police Prosecutors and legal/case officers.

Priority Area and sector 2:

Fair criminal investigation and trial procedures guaranteeing legal and procedural safeguards of suspects and defendants

Despite improvements of the criminal regulatory framework, legal and procedural amendments are still required to increase the defence rights of offenders and detainees, namely to guarantee legal representation of detained persons during the investigation and pre-trial detention stages. It is also recognised by the authorities that the Correctional and Rehabilitation Centres Department (CRCDD) Law is in conflict with the Jordanian Penal Code, restricts the ability to control remission of sentences by good behaviour and limits the ability to deliver alternative sanctions. A full review of the related legislation is therefore necessary to ensure their alignment with international human rights standards. Moreover, the initial investigation stage led by the police and prosecution is frequently poor and inconsistent, due to ineffective tactical operational practices. This affects the integrity and quality of the procedures and impacts upon the fairness of any subsequent case. The prosecution Strategy 2021-2025 recognises that beyond additional training, Standard Operating Procedures (SoPs) and guidelines need to be developed and applied to ensure that the training on detection, investigation and prosecution of specialised crimes is utilised, sustainable and shows tangible effect.

Prisons remain overcrowded with over 21,000 detainees for a capacity of 17,500 in the 17 centres across the country. There is only one facility for women at Jweideh, near Amman, which occupies an old building and is currently housing 750 inmates, in a facility designed to accommodate 400. The current facilities only allow a limited number of women inmates to access training courses organised by the Ministry of Labour, thus reducing their chances to be successfully reintegrated. The CRCD also lacks a departmental facility in which to train its officers in prison management and operational techniques and tactics, and requires support to set up a training model CRC facility, which will serve as an operational premises and hub for all tactical professional training, testing of policies, procedures and SoPs and can be linked to the mandatory two-year postgraduate diploma in penitentiary management, (previously funded by the EU).

Improvements in intelligence gathering, investigation and analysis have increased the detections of drug cases since 2014. The use of drugs is a key issue within Jordan given its links to organised crime, terrorism funding, money laundering and document forgery, hence tackling drug-related criminality, is one of the PSD's 4 main strategic priorities. However, there is still a limited understanding of appropriately grading offences and offenders according to type, frequency and gravity. Accordingly, relatively minor offences appear to be treated disproportionately, due to the lack of anti-narcotic skills and basic investigative processes, limited specialised training and treatment facilities, limited forensic and testing capabilities. The increased number of juvenile drug offenders is alarming the PSD given their limited expertise on these issues and the lack of specialised treatment facilities under the juvenile education and rehabilitation centres¹¹ managed by the Ministry of Social Development (MoSD). Support is required to develop, equip and set curricula for a new training facility secured within the Royal Jordanian Police Academy. Juveniles convicted for drug offences, despite their status, are referred to the State Security Court (SSC) for trial. Although there are provisions for 7 non-custodial alternative sanctions applicable to them, these are rarely if ever, applied as SSC prosecutors and judges have limited understanding of the legal provisions or the benefits of alternative measures. Hence there is an urgent and recognised need for training, not only in procedures under the Juvenile Code, but also in court and administrative procedures. Given the introduction in the Penal Code, in 2017, of alternative measures to detention and the creation of a Community Sanctions directorate in 2018 within the MoJ, the implementation of non-custodial measures for all inmates, including women and juveniles remains limited in their number (417 cases in 2020) and their type (only community sanctions are applied). Other alternative sanctions foreseen in the Criminal Code and Criminal Procedure Code such as community monitoring, conditioned community monitoring with rehabilitation programmes and other legal/judicial measures need to be enforced.

Key cross-cutting issues:

Although a gender perspective is progressively integrated in policies, action plans, progress reports and statistics (through the disaggregation of data) of key justice and law enforcement institutions, gender mainstreaming remains limited in needs assessment, data analysis, implementation of projects and budgeting process. Women are still underrepresented in the justice sector, with 255 female judges and 767 male judges (including prosecutors for which the number is not disaggregated). Female police officers also lack exposure and involvement in most mainstream policing issues.

Gender equality therefore needs to be promoted and further reflected in administrative and institutional policies and procedures, in relation to career management (recruitment, training, promotion and transfer) as well as in standard operations procedures, judicial procedures and rehabilitation measures. Legal aid remains a challenge for most vulnerable Jordanians and other population groups, such as Syrian refugees and unregistered asylum seekers or migrant workers which are particularly at risk while lacking the necessary documentation.

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

¹¹ UNICEF (2018) "Situation analysis of juvenile justice". The increase in drug offences committed by institutionalised offenders (under MoSD protection): from 26 in 2012 to 389 cases in 2016

The direct beneficiaries and duty bearers targeted by the action are the justice and law enforcement institutions supported under the ongoing EU RoL programme. The **Ministry of Justice** (MoJ) is responsible for the logistical, technical and financial support of the judicial system and the administration of justice services. The MoJ also contributes to the formulation of sector legislations and policies and the protection of human rights, namely by facilitating access to justice through provision of free legal assistance and the implementation of alternative sanctions. The MoJ has significantly modernised judicial procedures by leading an important digital transformation process connecting the key justice and police institutions in order to exchange information and judicial orders, access criminal records and enable remote trials. The MoJ aims to increase its connections with additional public agencies, social services and other departments, and wants to continue developing e-justice services, IT and court infrastructure, as well as improving its administration and management (including on budgeting). The **Judicial Council** (JC) is the judicial body entrusted to oversee the appointment and career development of judges and prosecutors, evaluating their performance and handling the judicial disciplinary system, in cooperation with its judicial inspection. After having established and operationalised its general secretariat and administrative units, the JC is in the process of improving its administrative workflow, judicial human resources strategy and information management system to streamline court work and judicial performance. The **Judicial Institute of Jordan** (JIJ) is responsible for the initial, continuous and specialised training of judges, prosecutors and other. After the issuance of its new bylaw in 2020, the JIJ reviewed its organisational structure and units' functions, and modernised its working and learning system and procedures. However, the institute still requires developing its research unit, strengthening its institutional and digital transformation development (e-learning programmes), upgrade its qualification ("diploma") programme for trainees, support the development of new specialised courses related to emerging legal and judicial matters capacity development of its personnel on substantive, managerial and technical aspects. The **National Committee on Criminal Justice** (NCCJ), composed of 15 government and independent agencies is implementing and monitoring the CJS. However, its composition and structure needs to be reviewed to improve the data collection and monitoring process of the objectives and outcomes of the CJS. The **Jordan Bar Association** (JBA) has concluded, in 2019, a cooperation agreement with the MoJ to handle the elective criminal legal aid cases eligible under the Legal Aid bylaw no 119 of 2018, besides the provision of their free judicial assistance in all cases. They face challenges to cope with the ongoing digitalisation process, are assisted by the MoJ to improve their e-connectivity and by AECID, under the RoL programme, to improve their legal aid services and the Bar lawyers' skills. The **Civil Society Organisations** active in the RoL sector in Jordan, play a significant role in raising awareness on human and legal rights, assisting detainees and providing legal aid to diverse vulnerable groups, including refugees and migrant workers. Few cooperation agreements exist between CSO and RoL institutions, and CSO are still not involved in law drafting and review processes. The **Public Prosecution Office** (PPO) has been indirectly supported under EU assistance to the Judicial Council, the MoJ and UNODC intervention on international judicial cooperation. The PPO now seeks to be assisted on its strategy's priorities, namely to develop the skills and capabilities of prosecutors to investigate and bring to trial complex or specialised criminal cases. **The following departments of the Public Security Directorate** (PSD) are envisaged to be assisted under the new action. The **CRCD** requires continuous assistance to support the treatment and rehabilitation of male and female inmates, including drug addict offenders. The **Anti-Narcotics Department** (AND), leads the investigation of drug-related offences, has jurisdiction over drug cases committed by adults and juveniles and are responsible to supervise the treatment of drug-addicts, but lacks facilities for treatment and the analysis of drug-related cases. Whilst it is well-structured, staffed (2,200 officers) and led, its staff requires to be well-trained across a wide range disciplines, from prevention, disruption, intervention and finally investigation. The **Women's police department** (WPD) has grown in size exponentially since its inception from 6 female officers in 1972 to over 5000 in 2020 following the merging of the gendarmerie and civil service within the PSD. Female police officers are usually recruited in administrative or social-oriented positions but have limited participation in other policing activities and a low representation in high-ranking positions. The **Ministry of Planning and International Cooperation** (MoPIC) has an essential role in facilitating the coordination and policy dialogue between the RoL sector institutions and international development partners as well as in coordinating public investment planning and donors' contributions. **The General Budget**

Department (GBD) and the Ministry of Finance (MoF) are indirect beneficiaries of the action. Their contribution is however essential to guide the implementation of the BS component and the disbursements of the variable tranches. The MoF is responsible for guaranteeing that RoL institutions remain financially stable, transparent, and accountable. The GBD is supervising budget preparation and allocation of financial resources to implement the public policies in accordance with their priorities and needs, and should be closely consulted while preparing the units' budgets, monitoring projects' performance and budget execution. **The final beneficiaries and right holders** of the action are the Jordanian citizens in need of justice and persons in vulnerable situations: detainees, juveniles, persons with disabilities, low income families and other minority groups.

2.3. Additional Areas of Assessment

2.3.1. Public Policy

The current policy framework is composed of the Justice Sector Reform Strategy, JSRS - (2017-2021) and the Criminal Justice Strategy, CJS - (2018-2021) The JSRS encompasses the three sub strategies of the Ministry of Justice, the Judicial Council and the Judicial Institute. These strategies were respectively developed and updated following the issuance of the Royal Committee's recommendations for developing the Judiciary and enhancing the Rule of Law (issued in 2017). These strategies seek to ensure judicial independence and fair trial guarantees, improve performance, integrity and transparency of the justice system, increase institutional capacity and equality, as well as public safety and confidence. The relevance and credibility of the justice sector strategies were satisfactorily assessed during the review of the general and specific conditions set in the financing agreement of the EU RoL programme and led to the nearly full disbursements of the first and second annual tranches.

As the JSRS and the CJS are both coming to an end, partner institutions are currently assisted by the TA of the ongoing EU RoL Programme to perform a final evaluation of these strategies and formulate the following ones which will cover the period 2022-2026. Two committees have been appointed in the spring by the MoJ and are working on the updated strategies which shall be approved before the end of 2021. The logical framework for the proposed action is already fully aligned to the main objectives of the updated strategies, as set in their draft versions.

The proposed action will also align with the newly developed Prosecution Strategy (2021-2025), whose main objectives are to upgrade the quality of criminal case management and the execution of judgements, develop the knowledge and capabilities of prosecutors, strengthen guarantees ensuring respect human rights, namely through the use of alternatives measures to detention, expand the use of technology and electronic services and enhance relations with partners.

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

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

The previous policies showed a good track record in implementation by the end of 2020 although tracking and linkages of outputs with the related outcomes is still not well reported. Financing of the sector policies is partially secured and ensured through the national general budget and the Medium Term Expenditure Framework (MTEF), based on annual action plans developed by the RoL institutions. Timely completion of projects is however largely dependent on donor support, and deviations may occur in case of shortage of resources. The Jordanian government maintained its financial support to the RoL sector, despite public finance risk factors that were further exacerbated due to the COVID-19 crisis. Fundamental freedoms have deteriorated in the context of COVID-19 restrictions. Use of emergency legislation and an enhanced power of the executive branch is leading to a step back in freedom of expression, association and assembly. The sector suffered from lockdowns and some activities have been delayed but this, combined with a smaller amount of crimes and judicial proceedings did not produced major long term effects in the administration of justice. Institutional capacity has remained stable, but the human resource capacity within justice institutions (except PSD) has decreased and recruitment is being frozen in 2021, due to economic and sanitary restrictions. The significant turnover of staff within partner institutions has however affected the transfer of knowledge and the workflow process, therefore reducing the effects of sustainability and coordination over the last years.

Policy and budget are relatively well linked for MoJ and Judicial Council strategies, but links between the Criminal Justice Strategy (CJS) and the PSD budget remain weak. All key institutions require further awareness and capacity building on the need to structure their budget in alignment with strategic objectives. Activities are generally implemented with the objective of achieving indicators prescribed by donor agencies (i.e., at the output level) and not to achieving overarching strategic goals (i.e., at the outcome level). The monitoring framework is in place and applied, with continuous operational difficulties, due to the lack of sufficient technical assistance delivered until now, which is planned to be further supported with the formulation of the new strategies. Data and supporting documents submitted by institutions are usually comprehensive and transparent, presenting few inconsistencies. However, progress reports do not consistently document how the strategies have achieved policies' outcomes, objectives and performance indicators identified in the operational plans and in the annual budgets. Thus the impact of the strategies' results need to be further demonstrated, by improving analysis and reporting on the performance of their results and spending. The Communication plan of the justice sector has been implemented. The coherence between results/objectives and their indicators should be improved at the design phase (whether in the strategy or their action plans) of the upcoming strategic framework, otherwise the credibility of the reporting remains weak.

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

2.3.2. Macroeconomic Policy

The authorities are committed to persevering with their efforts to reliably lift growth, create jobs, and reduce poverty, while preserving stability. Despite the severe impact of the COVID-19 pandemic, with unemployment reaching record high levels at 25 percent, Jordan has successfully maintained macroeconomic stability. On 30 June 2021, the Executive Board of the IMF completed the second review of Jordan's program supported by the Extended Fund Facility (EFF). The Board also increased access under the four-year EFF arrangement by about USD 200 million to a total of about USD 1.5 billion. Jordan had already benefitted from about USD 400 million under the Rapid Financing Instrument in 2020 to cope with the impact of the pandemic. In the same context, the EU's third Macro-Financial Assistance (MFA) to Jordan, for an amount of EUR 700 million, was signed in October 2020 to continue the EU support Jordan to preserve macro-economic stability. The first tranche of EUR 250 million was disbursed in November 2020. The second tranche of EUR 250 million was released in July 2021.

The Central Bank of Jordan maintains an adequate level of international reserves to support the Jordanian Dinar's USD peg. The second review of the IMF-supported program confirmed that international reserves are

projected to remain adequate, at above the 100% of the reserve adequacy matrix and should provide continued credibility to the dollar peg. Monetary policy has been appropriately accommodative since the onset of the pandemic.

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

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

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

2.3.3. Public Financial Management

Between 2016 and 2018 a number of international PFM diagnostic assessments were carried out such as the Public Expenditure and Financial Accountability (PEFA), Tax Administration Diagnostic Assessment Tool (TADAT), Public Investment Management Assessment (PIMA) and the OECD/SIGMA Corruption Risk Assessment of the Public Procurement System. Following these assessments, the Government endorsed in September 2018 a new PFM Strategy (2018 – 2021) that builds on the previous Strategy (2014-2017). The priorities and activities of the current strategy are still highly appropriate to address existing weaknesses and the reforms are meaningfully sequenced with clear institutional arrangements.

The main priorities of the Government are:

- Secure long-term aggregate fiscal discipline by reducing budget deficit and public debt as a percentage of GDP;
- Increase the linkage between the annual budget and the priorities established by national strategic objectives, especially for capital expenditure.

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

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

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

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

2.3.4. Transparency and Oversight of the Budget

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

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

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

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

The Government has put in place a number of fiscal and monetary measures to address the socio-economic impact of COVID-19. Such measures include tax/duties reductions or deferrals, employment protection programmes, cash transfers and concessional lending schemes for citizens and companies most affected.

In agreement with the IMF, Jordan is committed to publish COVID-19 related spending, including beneficial ownership information for large transactions. Ministry of Finance (MOF) is continuously publishing the COVID-19 spending since September 2020 on the MOF website including beneficial ownership information for large transactions¹².

The authorities have also undertaken an ex-post audit of all spending directly related to efforts to prevent, detect, control, treat and contain the spread of COVID-19. An independent audit firm selected through a competitive tender conducted this audit. For spending in 2020, the audit was conducted by PKF Jordan and is publically available¹³.

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

¹² <https://mof.gov.jo/en-us/informationcenter/primeministryannouncementsandcirculars.aspx>

¹³ https://www.mof.gov.jo/EBV4.0/Root_Storage/EN/CORONA/1454_001.pdf

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The **Overall Objective** (Impact) of this action is to consolidate the Rule of Law and access to justice for all in Jordan.

The **Specific Objective** (Outcome) of this action is:

Improved performance, quality, accountability and transparency of the criminal justice system, in line with international legal standards, gender responsive and rights-based approaches.

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

- 1.1 contributing to Outcome 1 (or Specific Objective 1) Management, administrative and technical capacities of justice sectors institutions and judicial procedures are further developed, modernised, implemented and monitored, with a gender responsive approach;
- 1.2 Contributing to Outcome 1 (or Specific Objective 1) Qualifications and skills of judges, prosecutors and investigators are strengthened, among others. on specialised crimes;
- 1.3 contributing to Outcome 1 (or Specific Objective 1) Revisions and amendments to the criminal law and procedure framework are discussed and drafted to increase fair trial guarantees and legal safeguards especially at the pre-trial stage and during detention , in line with international human rights obligations;
- 1.4 contributing to Outcome 1 (or Specific Objective 1) Correctional and rehabilitation services are further developed to ensure standardised levels of service delivery in line with international best practices and with a gender responsive approach;
- 1.5 contributing to Outcome 1 (or Specific Objective 1) Anti-narcotic investigations, treatment and rehabilitation mechanisms concerning drug addict offenders (including juveniles) are improved in line with human rights' international standards and best practices ;
- 1.6 contributing to Outcome 1 (or Specific Objective 1) Alternative sanctions and alternative measures to pre-trial detention are further promoted and developed (including for drug addict juveniles) by criminal justice institutions in line with international law standards and best practices;
- 1.7 contributing to Outcome 1 (or Specific Objective 1) Inter-communication and coordination among RoL sector institutions, dissemination of legal information and awareness on Rule of Law sector reforms and legal rights of the most vulnerable groups are increased. .

The **direct Outputs** of the budget support component are:

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

3.2. Indicative Activities

Activities related to Output 1.1:

Budget support:

- Strengthen the effectiveness and efficiency of automated judicial management systems, to increase sharing of information between RoL institutions, access to justice and legal information for citizens, in line with the e-transformation plan for the Rule of Law sector and the protection of privacy rights;
- Support upgrade and installation of IT systems and equipment in JC, JIJ and MoJ to improve their administrative workflow and the delivery of justice services.

Complementary measures:

- Further develop the technical skills of the justice and police institutions in data management, analysis, monitoring and reporting – including on performance management and budgeting (including costing, regulatory/financial impact assessment, risk analysis and management, etc.);
- Continue developing the capacities of the financial units of the MoJ/JC/JIJ and PSD on the budget support instrument, budget planning and monitoring in line with instructions developed by the MoF under the PFM reform
- Strengthen control and review mechanisms of justice strategies to ensure sustainability of results
- Continue supporting the technical upgrade of the integrated information system of the JIJ (providing technical assistance and expertise improve functionality and use of the digital learning platform of the JIJ)
- Continue supporting the interoperability of the management integrated information systems between the JC, JIJ and Judicial Inspection to improve information sharing and monitoring on the judges' affairs framework (status and professional career cycle)
- Support assessment of automated processes and eventually development to improve investigation procedures, namely at PSD and prosecution levels in link with the judicial case management system;
- Promote and include gender- oriented career management of justice and law enforcement institutions (qualification criteria, competition processes, access to leadership training, etc.)

Activities related to Output 1.2:

Budget Support

- Support the design and conduct of research studies at JIJ to improve the qualitative development of the diploma programme, the specialised training programmes and the integration of rights-based and gender-dimension approach in the JIJ training curricula.
- Develop and deliver specialised training courses on legal aid, alternative measures to detention, specialised crimes and other international law standards and procedures based on preliminary needs assessment of judges and prosecutors.
- Continue strengthening the Judicial Inspection of the JC to support the operationalisation of thematic focused inspection missions and review, based on newly adopted inspection criteria and instructions to evaluate the qualitative performance of both judges and prosecutors, namely following up specialised legal trainings they received at JIJ.

Complementary measures

- Support the upgrade of the curriculum development and training delivery for both qualification (diploma) and specialised training programmes in line with modern engineering training methods and international legal standards.

- Continue supporting the blended learning approach and transforming pedagogic approach initiated by the JIJ (execution and monitoring support on the quality control assurance of the development and delivery of classic training courses and e-learning courses)
- Deliver training and operational support to the international cooperation units of the MoJ, PPO and SSC to develop a robust and transparent approach to organised and specialised criminality and enhanced international and cross-border cooperation
- Support the development of policies, procedures and working practices to guide investigation of specialised crimes - cyber-crime, corruption, tax evasion, customs smuggling, money laundering, economic crimes, etc;
- Support integration of gender and rights-based approach through the investigation, prosecution and adjudication of specialised crime cases.
- Support the development of judges, prosecutors, legal officers of the PSD police judicial department who deal directly with allegations of criminality and corruption of PSD officers.

Activities related to Output 1.3:

Budget support

- Proceed with impact financial assessment and gender-based analysis of criminal legal and procedural amendments to undertake in the criminal law and regulatory framework
- Proceed with the revision and amendment of the PC and CPC to ensure legal and procedural safeguards to suspects, detainees and defendants are guaranteed from the time of arrest in line with international human rights standards
- Proceed with the revision and amendment of the CRC law to ensure legal and procedural safeguards of detainees, in line with international human rights standards.

Complementarity measures:

- Assist with the set up and organisation of a high-level justice criminal committee that will discuss, propose and draft the revisions relating to the improvement of criminal legislations and procedures, namely in relation to fair trial guarantees, criminal policies and criminal lawsuit procedures
- Support establishment of dialogue platforms engaging CSO and interest groups in the legal and procedural review of fair trial guarantees, as well as other partners agencies active in the RoL sector

Activities related to Output 1.4

Budget Support

- Establish a model training centre for CRCDD, within an existing facility, (for simulation training on handling reception, treatment, rehabilitation of detainees)
- Supporting the delivery of modern and tailored correctional services to need, targeting rehabilitation of all inmates (including recidivists and high-risk offenders).
- Develop existing infrastructure and equipment to support vocational training and rehabilitation facilities at the women's CRC – Juweideh, to assist in post-release reintegration
- Provide female prisoners with work/life/skills opportunities and rehabilitation skills, prior to release.
- Negotiate and develop accreditation procedures and cooperation agreements with ministries, public agencies and non-governmental organisations, to improve post release reintegration of offenders

Complementary measures

- Assisting with the development of a wide-reaching criminal justice programme which encourages rehabilitation of prison inmate offenders through to release and reintegration.

- Support integration of gender dimension in correctional and rehabilitation procedures and the development of individualised tailored rehabilitation plans for female convicted inmates.

Activities related to Output 1.5

Budget Support

- Develop an anti-narcotic training centre, in line with current PSD plans, to deliver a small drug identification laboratory where samples can be tested and identified
- Develop bespoke evidential handling training procedures including ToT training and curriculum-building addressing latest anti-narcotic trends and criminal practices
- Further develop and expand the addiction treatment center at Bereen CRC for drug addicts' inmates - in particular creation of a second floor at the centre to provide additional accommodation for staff, medical personnel and improve treatment and specialised rehabilitation programmes for drug addict offenders

Complementary measures

- Develop the capacities of the Anti-Narcotic Department to effectively identify, prevent, manage and prosecute and/or divert drug criminality in line with international human rights standards and best practices
- Strengthen the capacities of police officers, prosecutors, judges and court officials dealing with juvenile drug-addict offenders, including gender-sensitive practices
- Support to investigative training and prosecutorial and court procedures for police officers, prosecutors, judges and court officials who deal with juvenile drug offenders.
- Assist with the development of fair and transparent investigation and rehabilitation processes reflective of gender balance and human rights
- Continue developing the capacities of CRC officers working at Bereen addiction treatment facility in implementing of treatment, rehabilitation and reintegration measures of drug-addict inmates in line with human rights international standards

Activities related to output 1.6:

Budget support

- Develop comprehensive needs, resources and costs assessment for the operationalisation of services and programmes implementing all alternative sanctions and alternative measures to pre-trial detention that are stipulated in the Criminal Code and Criminal Procedure Code
- Support issuance of judicial decisions ruling on alternative sanctions and alternative measures to pre-trial detention
- Develop pilot services and programmes operationalising alternative sanctions and alternative measures to pre-trial detention prescribed in the Criminal Code and Criminal Procedure Code, in selected governorates with the support and cooperation of the Judiciary, police institutions as well as other state and non-state national and local organisations.

Complementary measures

- Support the development and delivery of SoPs and training curricula in the fields of alternative sentencing and non-custodial measures for all concerned offenders (including drug-addict juvenile offenders for the prosecutors and judges of the State Security Courts)

Activities related to Output 1.7:

Budget support:

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

Complementary measures:

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

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

Outcomes of the Strategic Environmental Assessment (SEA) screening:

The SEA screening concluded that an SEA should not be undertaken.

Outcomes of the Environmental Impact Assessment (EIA) screening

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

Outcome of the Climate Risk Assessment (CRA) screening

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

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality is a significant objective.

The action is integrating a gender perspective in most of its outcomes and outputs and will specifically adopt a gender-responsive approach when: 1) assisting the beneficiary institutions to assess the specific needs of women in elaborating their strategic annual operational plans (including in elaborating a gender-responsive budget) and delivering justice services, 2) reflecting gender-based practices in recruitment and human resources management of the key institutions, in training and capacity building activities of judges, prosecutors, police and court staff , namely those relating to investigation and litigation of specialised crimes, 3) introducing gender equality in the amendment of the criminal and regulatory framework, the development of internal policies and the implementation of non-custodial and rehabilitation measures; 4) enhancing the

defence and protection of offenders and victims' rights, as well as expanding the provision of legal aid and awareness services to an increased number of persons. The action will also continue to support beneficiary institutions in collecting and analysing disaggregated data, based on sex, age, and other relevant geographical/social criteria in the conduct of assessment studies, legislative reforms and implementation and monitoring of policies.

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

Human Rights

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

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

Disability

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

Democracy

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

Conflict sensitivity, peace and resilience

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

3.4. Risks and Lessons Learned

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
External environment	Instable regional and national political situation affect the smooth functioning of democratic and RoL institutions	M	M	Maintain and enhance the political dialogue through coordinated and regular meetings to enhance legal, policy and monitoring work
External environment	Worsening of the socio-economic situation leading to financial/budgetary constraints and limited funds availability, also due to the COVID19 pandemic.	H	H	Strengthen donors' and government coordination in the RoL sector, on budgetary and PFM issues, through the support of MoPIC
External environment	Degradation of the human rights situation further exacerbated by defence orders issued since 03/2020 under Defence Law, during the COVID19 pandemic.	M	M	Timely information provided by the action to the EUD to conduct adequate political dialogue and consultations with relevant national officials
Planning, processes and systems	Slow-down in the recruitment/ appointment process of human resources in justice institutions resulting in delays of the reforms implementation, and the reduction of gender equality measures	M	L	Set up of a strong technical assistance framework. Strengthen knowledge and cooperation with the middle and lower management in all the involved institutions, including on gender mainstreaming
People and organisation	Lack of institutional knowledge management and capacity skills, exacerbated by high turnover of personnel	M	H	Develop HR institutional policies with duty-bearers and multi-year capacity building plans, including on performance-based budgeting
People and organisation	Weak capacities on statistics production, data analysis, monitoring and reporting mechanisms (including on budgeting)	M	M	Ensure support on data analysis, performance monitoring, and to the budget committee with clear and standardised usage of narrative templates and budgetary tools
People and organisation	The male dominant justice and security apparatus does not accept female inclusion and leadership participation	H	M	Apply a gender-sensitive approach in all project activities and monitor targeted gender-based indicators, in cooperation with beneficiaries
External environment	Stakeholders coordination and cooperation is reduced during law and policy-making processes, budget preparation, implementation and review of sector strategies including with CSO	M	M	Stakeholders coordination and cooperation is lessening during law and policy-making processes, budget preparation, implementation and review of sector strategies including with CSO

Lessons Learned:

The proposed budget support action builds on previous EU-financed interventions to the national justice and security sector reforms, including two (previous and ongoing) sector reform performance contracts. The budget support approach introduced in 2012 and further applied from 2014, proved to positively influence the legislative changes and policy developments required by the authorities to advance the Rule of Law reforms in line with the Constitution and international standards. Under the Budget Support component of the ongoing RoL programme (which will end in December 2021), major achievements included the administrative and partial financial autonomy¹⁴ of the Judicial Council, the enhancement of the status and conditions of the judges and the transfer of the JIJ's authority from the MoJ to the JC. At MoJ and PSD level, e-connectivity of government departments permitted to enhance information sharing between government entities; the execution of judicial orders and judgements was increased and a modern communication unit was set up to improve citizens' information on their requests. Videoconferencing equipment was installed in CRC and courtrooms to facilitate the conduct of remote hearings in pre-trial criminal proceedings. A pilot addiction treatment centre for drug-addicted inmates was established and started operating in cooperation with the Ministry of Health. A legal aid directorate and a legal aid fund were set up allowing a broader legal representation before the courts, a community sanctions directorate was also launched and developed community services used as diversion measures to pre-trial detention. Awareness campaigns on justice services and legal reforms were developed based on a joint JC/MoJ communication plan.

However, the structure of the current Technical Assistance, which involves three main implementing agencies and five sub-contracting agencies, is perceived as extremely complex and overwhelming by beneficiary institutions. This implementation modality generates a cumbersome bureaucratic approval process, which overstretches the limited human resources and management capacity of the Ministry of Justice and other institutions (in particular on financial aspects for which institutions still require institutional support and capacity building).

Although beneficiary institutions have nearly fulfilled all general and specific conditions set in the current Sector Reform Performance Contract until end of 2020, some of their progress has been seriously impacted by the COVID 19 crisis due to the suspension and slowdown of judicial and programme activities during several months in 2020. Based on this experience, beneficiary institutions prefer to determine a combination of qualitative and quantitative targets for performance indicators of the identified action, which will incentivise institutionalised development focused on quality, and will enable them to adequately monitor the sustainability and performance of justice services.

Contrary to the MoJ and JC's strategies, links between the Criminal Justice Strategy (CJS) and the PSD budget are not well determined. Coordination of beneficiary institutions on budget preparation and investment planning has also weakened and further support to financial governance and performance-budget reporting is necessary to strengthen the implementation of Justice sector strategies and achievement of annual milestones and indicators.

The rapid changes occurred at the economic level, and at the legislative and institutional levels for the justice and law enforcement institutions, despite the outbreak of the pandemic, entail more regular assessment of programme risks and consultations with partners on their needs and capacities to deploy the tailored expertise and deliver tangible results. Recurrent staff turnover in partner institutions are causing many challenges for IP, other partner agencies and negatively affect relationships among partner institutions. The changes in leadership positions and the loss of institutional knowledge considerably delays decisions and activities. Transmission of knowledge management and institutional monitoring and performance mechanisms should be better implemented and managed to further formalise transition procedures.

¹⁴ It has now adopted its own budget that includes a limited operation budget, Judges Salaries and allowances and the operation budget for the Judicial Institute.

3.5. Intervention Logic

The underlying intervention logic for this action is based on the main assumption that the GoJ and RoL institutions continue to demonstrate genuine commitment and continuous efforts to implement RoL reforms and that budgetary constraints do not limit the efficiency, quality, accessibility and transparency of legal and judicial services. Moreover, targeted RoL institutions will be more effective in performing their duties if they are further cooperating with other key governance actors, including other public agencies, financial institutions, CSO, as well as other private actors.

The set of challenges that continue to affect the RoL sector calls for an approach supporting the newly developed justice reform sector strategies and its sub-strategies. This approach seeks to build on the current RoL Budget Support Programme, continuing to reinforce the judicial independence and the delivery of criminal justice services, to improve fair trial guarantees and legal awareness of justice professionals.

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

Additionally, if legal and procedural safeguards of suspects, defendants and detainees are improved, namely at pre-trial stage of the criminal proceeding during investigations, and if criminal justice institutions are further supported in improving investigation, treatment and rehabilitation of drug-addict offenders, rehabilitation and reintegration measures of male and female detainees, alternative measures to detention and imprisonment (including for juveniles), in line with international law standards and gender-responsive practices, then fair trial guarantees, rights to legal representation and other human rights of defendants and detainees in the criminal justice chain will be further respected.

3.6. Indicative Logical Framework Matrix

Results	Results chain	Indicators (max. 15)	Baselines (year)	Targets by the end of the budget support contract (year)	Sources of data (1 per indicator)
Indicative Impact of the policy	To consolidate the Rule of Law and access to justice for all in Jordan	Level of ranking and score in the World Justice Project Rule of Law Index in the categories of criminal justice, open government and fundamental rights	Score in the WJP-ROLI 2020: 0,57 and global rank :50/128 (crim. justice:0,57/32, open govt:0,42/98, fund. rights:0,48/91)	Increased ranking and scores in the WJP-ROLI 2024	Annual Progress reports on the implementation of the Justice Sector Reform Strategy 2022-2025
Expected Outcomes of the policy	Improved performance, quality, accountability and transparency of justice system, in line with international legal standards, gender responsive and rights-based approaches.	<p>1 . % of the population public trust in justice and police institutions.</p> <p>2. % of criminal cases dismissed, handled, resolved and referred for alternative measures to detention based on incoming cases per year (disaggregated by type of charges)</p> <p>3 Proportion of complaints filed by the NCHR and PSD for human rights violations processed, reviewed and sanctioned by the criminal justice institutions (ill treatment, rights of detainees, unfair trial, administrative detention)</p>	<p>1. 2018: police: 92,5%, courts: 77,5%, MoJ : 67%</p> <p>2. To be defined.</p> <p>3. NHRC : to indicate</p>	<p>1 To be set in the Financing Agreement</p> <p>2. To be set in the Financing Agreement</p> <p>3. To be set in the Financing Agreement</p>	<p>World Values Survey on public trust in Jordan and HiiL survey</p> <p>2. NHRC and PSD statistics</p> <p>3. MoJ statistics 2020</p>

Induced Outputs	<p>1. Management, administrative and technical capacities of justice sectors institutions and judicial procedures are further developed, modernised, implemented and monitored, with a gender responsive approach</p> <p>2. Qualifications and skills of judges, prosecutors and investigators are strengthened, among others. on specialised crimes</p> <p>3. Revisions and amendments to the criminal law and procedure framework are discussed and drafted to increase fair trial guarantees and legal safeguards especially at the pre-trial stage and during detention , in line with international human rights obligations.</p> <p>4. Correctional and rehabilitation services are</p>	<p>1.1 Status of progress by each institution on outputs and outcomes indicators planned in strategies, operational plans and budget laws</p> <p>1.2 Status of developed and upgraded automated judicial management systems, digital mechanisms and IT equipment, improving workflow management of justice systems, installed and functional, in line with privacy rights and human rights standards</p> <p>2.1 Number and quality level of training delivered to criminal judges and prosecutors, per year, in specialised legal matters and specialised crimes (disaggregated by sex, rank, subject-matter)</p> <p>2.2 Number of specialised crimes recorded and successfully prosecuted per year (disaggregated by category of crime, age and sex of offenders)</p> <p>3.1 Status of revisions and amendments of the substantive and procedural criminal framework guaranteeing legal safeguards to suspects, defendants and inmates in line with international law standards</p> <p>4.1 Status of development of the model training centre for CRCDD and of the</p>	<p>To be determined with beneficiary institutions</p> <p>VC systems installed in (18) first instance courts and (?) CRC</p> <p>E.g. age of the current IT equipment</p> <p>In 2021: 10% of training courses delivered on community sanctions or alternative measures to detention</p> <p>20% of training courses delivered on specialised crimes</p> <p>PC and CCP: do not explicitly grant the suspect the right to have a lawyer present from the moment of arrest and detention by police (at preliminary investigation stage)</p> <p>No model training centre for CRCDD, (for</p>	<p>To be set in the Financing Agreement</p>	<p>1.MoJ sub-strategy and annual progress reports</p> <p>2 JC and JIJ sub-strategies and annual progress reports</p> <p>3.Minutes of the High level criminal justice committee and draft amendments of criminal laws</p> <p>4.CRCDD reports and statistics</p>
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	<p>further developed to ensure standardised levels of service delivery in line with international best practice, and with a gender responsive approach</p> <p>5. Anti-narcotic investigations, treatment and rehabilitation mechanisms concerning drug addict offenders (including juveniles) are improved in line with human rights' international standards and best practices</p> <p>6. Alternative sanctions and alternative measures to pre-trial detention are further promoted and developed (including for drug addict juveniles) by criminal justice institutions in line with international law standards and best practices</p>	<p>vocational training facilities at the women's CRC – Jwaideh to improve correctional rehabilitation services and post release reintegration of offenders</p> <p>5.1 Level of development of an anti-narcotic training centre and of evidential handling training procedures</p> <p>5.2 Number of inmates benefitting from drug rehabilitation programmes in psycho-social support, access to healthcare or other treatment at Bereen Drug treatment center</p> <p>6. Ratio of judicial decisions pronounced on alternative sanctions and non-custodial measures and development level of pilot services and programme to implement those measures</p>	<p>simulation training on handling reception, treatment)</p> <p>Number (to be completed) of female inmates benefitting from vocational rehabilitation training in 2021</p> <p>No AND small drug laboratory where drug samples can be tested and identified. Bereen Center: 1 floor equipped for 40 inmates. In 2020: 141 drug addict inmates treated in Bereen Drug Treatment facility in 2020</p> <p>In 2020: Judicial decisions issued on community sanctions: 286. In 2020: Executed decisions (community sanctions implemented): 149</p> <p>Twenty one (21) programmes available for implementation of community sanctions (delivered by 13 institutions)</p> <p>In 2020: 4 awareness campaigns and detailed figures on audience outreached</p>		<p>5. AND and CRCD reports and statistics</p> <p>6. Mizan statistics and MoJ reports</p>
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	<p>7. Inter-communication and coordination among RoL sector institutions, dissemination of legal information and awareness on Rule of Law sector reforms and legal rights of the most vulnerable groups are increased.</p>	<p>7 Level of development of internal coordination meetings between justice sector institutions and external media campaigns developed and implemented in line with the joint JC-MoJ communication and media plan for 2020-2026</p>			<p>7. Reports from MoJ and JC communication units</p>
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Direct Outputs	<p>1. Increased size and share of external assistance funds made available through the national budget in the RoL sector</p> <p>2. Increased predictability of the disbursement of external funds and visibility of external funding in the national and departments' budgets</p> <p>3. Increased alignment and coordination of policy dialogue in the RoL sector</p> <p>4. Improved capacity to implement activities conducive to RoL reforms, implementation, monitoring and reporting of the justice sector strategies (including on budgetary aspects)</p> <p>5. Improved harmonisation and alignment of EU funded assistance in RoL sector with the government policies and systems</p> <p>6. Reduced transaction costs for providing assistance</p>	<p>1. Level of EU funding transferred to the RoL sector in fiscal years 2021, 2022 and 2023</p> <p>2. Regular monitoring of budget support eligibility criteria and provision of exhaustive information by the MoF and GBD on external contribution and external funding available in departments' budget reports (MTFF, MTEF, performance reports)</p> <p>3. Continued political and policy dialogue with the Government in the area of RoL and donor coordination in view of further aligning development cooperation and relieving the Government from multiple reporting duties</p> <p>4. Status of financial and performance monitoring and reporting of reforms, focusing on budgeting and costing methodologies</p> <p>5. Continued effort to reinforce Government institutional capacities to implement the RoL reforms</p> <p>6. BS funds integrated to national budget. Application of government management, planning, human resources, budgeting, accounting, and reporting.</p>	<p>1. Baseline required</p> <p>2. Baseline required</p> <p>3. Baseline required</p>	<p>To be set in the Financing Agreement</p>	<p>1. MoF reporting, MTFF, Budget annual law</p> <p>2. Reports of independent assessment missions, MoF reporting, MTFF, RoL sector MTEF</p> <p>3. Reports of RoL institutions on policy progress reports, reports of independent assessment missions, EUD political reports and Risk Management Framework</p> <p>4. Idem</p> <p>5. Idem</p> <p>6. Idem</p>
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4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

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

4.2. Indicative Implementation Period

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

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

4.3. Implementation of the Budget Support Component

4.3.1. Rationale for the Amounts Allocated to Budget Support

The amount allocated for the budget support component is EUR 26.5 million, and for complementary support is EUR 3,5 million. This amount is based on a provisional cost analysis of the impact of the reforms forecast in the national strategies.

Budget support for this programme will enable targeted justice and law enforcement institutions to continue financing the review and amendment of the criminal legal and regulatory framework for improvement of fair trial guarantees in line with international law standards and gender-based best practices and the institutionalisation of systems and procedures (including inspection and monitoring processes) that were initiated during the previous sector budget support programmes, namely through further development of digital and technologic justice tools.

Budget support will also continue reinforcing the management and performance of courts, prosecutor offices and police departments, through enhancement of their qualifications and technical skills of relevant legal matters, namely on investigation, prosecution and adjudication of specialised crimes, further enhance the use and implementation of alternative sanctions and non-custodial measures, treatment, rehabilitation and reintegration of offenders and detainees (including women and juvenile offenders), improve legal aid and awareness services delivered to the most vulnerable groups,.

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

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

The record of accomplishment and absorption capacity of past disbursements is high with the first two tranches of the current programme which reached more than 99% disbursement rate and the third one aiming at a full disbursement.

4.3.2. Criteria for Disbursement of Budget Support

a) Conditions.

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

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

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

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

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

1. Development of automated and digitalisation processes improving workflow and case flow management (MoJ e-transformation plan – MoJ sub-strategy);
2. Enhancing the offer and quality level of training delivered to criminal judges and prosecutors in specialised legal matters (Justice Sector Reform Strategy 2022-2026,, Judicial Institute of Jordan’s sub-strategy, Judicial Council sub-strategy, Public Prosecution strategy);
3. Revisions and amendment of the criminal laws (National Human Rights Action Plan , Pillar 1, sub-objectives 1 and 2, Justice Sector Reform Strategy 2022-2025, Criminal Justice Strategy 2021-2024, Recommendation of the Royal Committee for RoL reform);
4. Development of a model training centre for CRCDC and of a vocational training facilities at the women’s CRC – Jwaideh to improve correctional rehabilitation services and post release reintegration of offenders (PSD Strategy 2020 – 2023 supporting Article (4) of Amending Law to public security Law No (14) of 2020. Criminal Justice Strategy Implementation Plan 3.5.2, 1.1.3, 2.1.3, 1.3.3. JJC Strategy, Objective 4. The Royal Committee recommendations for Judicial Reform and Rule of Law 43,48,49)

5. Development of an anti-narcotic training centre and training procedures; Increase the number of inmates benefitting from drug rehabilitation programmes (Public Prosecution Strategy 2021 - 2025 – (Strategic Objective 2. PSD Strategy 2020 – 2023). Criminal Justice Strategy)
6. Increase the use of alternative sanctions and non-custodial measures (Criminal Code – Art. 65 – Criminal Procedure Code ar.114 – Community Sanctions operational plans – JSRS strategy – Criminal Justice strategy Article 24 of the Jordanian Juvenile Law)
7. Increase cases benefitting from free legal aid services (Justice Sector Strategy - Criminal Justice Strategy / executive plan - Criminal Procedure Code - Legal aid bylaw No 119 of 2018 (amended))
8. Strengthen internal coordination between justice sector institutions and their outreach and communication (MoJ and JC Joint Communication Plan)

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

c) Modifications.

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

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

d) Fundamental values

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

4.3.3. Budget Support Details

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

4.4. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹⁵.

¹⁵ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

4.4.1. Direct Management (Procurement)

The procurement for the complementary activities will contribute to achieving Specific Objective 1 of this action.

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Budget support - cf. section 4.3	26 500 000
Implementation modalities – cf. section 4.4	
Specific Objective n. 1 composed of	3 100 000
Procurement (direct management) – cf. section 4.4.1	
Evaluation – cf. section 5.2 Audit – cf. section 5.3	200 000
Communication and visibility – cf. section 6	200 000
Contingencies	N.A.
Totals	30 000 000

4.6. Organisational Set-up and Responsibilities

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

A Programme Steering Committee will ensure overall guidance and monitoring over the action and of the progress of the reforms achieved under the EU funding.

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

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

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

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

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

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

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

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

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

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

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

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

Roles and responsibilities for data collection, analysis and monitoring:

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

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

The performance evaluation preceding the disbursement of the evaluation tranches will be undertaken by the EU through independent assessment missions prior to the disbursement and taking into account the information provided by the Government of Jordan and other relevant sources. These missions will determine

the extent to which the targets linked to the respective indicators have been fulfilled. Based upon these detailed analyses, an overall performance score will be determined by the independent monitoring missions and recommended as the basis for the calculation of the amount of the variable tranches. This method of calculation is mentioned in the Annex.

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

5.2. Evaluation

Having regard to the importance of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to the advancement of the legal and institutional framework in the sector, as well as the evolution of the economic and social situation, in Jordan, which can lead to programme changes and generate review or corrections of priority needs and activities.

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

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

The Commission shall inform the implementing partner at least 30 days in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

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

Evaluation services may be contracted under a framework contract.

5.3. Audit and Verifications

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

6. COMMUNICATION AND VISIBILITY

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

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

These obligations apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries or entrusted entities. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreements.

Communication and visibility measures may be funded from the amounts allocated to the action. For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds.

Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

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

It is envisaged that a contract for communication and visibility may be contracted under a framework contract.

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