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COMMISSION IMPLEMENTING DECISION

of 8.12.2017

on the Annual Action Programme 2017 (Part 2) and 2018 (Part 1) in favour of the Hashemite Kingdom of Jordan to be financed from the general budget of the Union

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THE EUROPEAN COMMISSION,

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

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action¹ and in particular Article 2(1) thereof,

Having regard to Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002², and in particular Article 84(2) thereof,

Whereas:

- (1) The European Commission has adopted a Single Strategic Framework for the period 2017-2020³, point 1 of which provides for the following priorities: Reinforcing the rule of law for enhanced accountability and equity in public service delivery.
- (2) The objectives pursued by the Annual Action Programme 2017 (Part 2) and 2018 (Part 1) in favour of the Hashemite Kingdom of Jordan to be financed under the European Neighbourhood Instrument⁴ are to improve overall economic and social conditions and quality of life of population by promoting innovation and trade for inclusive economic growth, strengthening public sector capacities, governance standards, and policy dialogue in sectors, improving and modernising the quality and performance of the social protection systems and enhancing the rule of law, justice and security by upholding democratic principles.
- (3) The Action entitled “Trade-for-Development Measures to Support Inclusive Economic Growth in Jordan” contains support support measures for inclusive economic growth that will have a particular focus on promoting entrepreneurship and innovation, fostering the alignment of Jordanian Sanitary and Phytosanitary Standards (SPS) and Technical Standard legislative framework to the EU system for a select number of sectors and to strengthen labour market governance. It will be implemented through Direct management, a direct award of a grant to the Shamal Start Project, and Indirect Management with the International Labour Organisation (ILO).
- (4) The Action entitled “Measures Supporting the Implementation of the Partnership Priorities in Jordan” will focus on capacity building of a limited number of public

¹ OJ L 77, 15.3.2014, p. 95.

² OJ L 298, 26.10.2012, p. 1.

³ C(2017)7350 adopted on 9.11.2017.

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

institutions in all areas relevant to the Partnership Priorities⁵ in order to reinforce public sector, transparency and accountability. It will be implemented through direct management (service contracts) and Indirect management with the Hashemite Kingdom of Jordan.

- (5) The Action entitled “EU Support to Social Protection in Jordan” is expected to contribute to the development of an equitable and inclusive society in Jordan through the improvement and modernisation of the quality and performance of the social protection system, including a strengthened role of civil society organisations. It will be implemented through Indirect management with Member State Agencies (Northern Ireland Co-operation Overseas (NI-CO) and Expertise France) as well as with the United Nations Office for Project Services (UNOPS).
- (6) The Action entitled “EU support to the Rule of Law in Jordan” specifically addresses support measures to assist the Government of Jordan in enhancing the rule of law, justice and security by upholding democratic principles, in particular the principles of separation of powers, right to a fair trial and access to justice. It will be implemented through Direct Management including Budget Support and through Indirect Management with Member States (Agence française de Développement (AFD) and The Spanish Agency for International Development Cooperation (AECID) as well as with the United Nations Office on Drugs and Crime (UNODC).
- (7) It is necessary to adopt a financing Decision the detailed rules of which are set out in Article 94 of Commission Delegated Regulation (EU) No 1268/2012⁶.
- (8) It is necessary to adopt a work programme for grants the detailed rules on which are set out in Article 128(1) of Regulation (EU, Euratom) No 966/2012 and in Article 188(1) of Delegated Regulation (EU) No 1268/2012. The work programme is constituted by the Annex 2 (section 5.3.1 and section 5.4).
- (9) The Commission should acknowledge and accept the contribution from other donors pursuant to Article 21(2)(b) of Regulation (EU, Euratom) No 966/2012, subject to the signature of the relevant agreement, and should decide on the use of such contribution. Where such contribution is not denominated in euro, a reasonable estimate of conversion should be made.
- (10) The Commission should entrust budget-implementation tasks under indirect management to the entities specified in this Decision, subject to the conclusion of a delegation agreement. In accordance with Article 60(1) and (2) of Regulation (EU, Euratom) No 966/2012, the authorising officer responsible needs to ensure that these entities guarantee a level of protection of the financial interests of the Union equivalent to that required when the Commission manages Union funds. These entities comply with the conditions of points (a) to (d) of the first subparagraph of Article 60(2) of Regulation (EU, Euratom) No 966/2012 and the supervisory and support measures are in place as necessary.
- (11) The Commission should entrust budget-implementation tasks under indirect management to the partner country specified in the Annex 2 to this Decision, subject to the conclusion of a financing agreement. In accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012, the authorising officer responsible needs to

⁵ Council Decision 52016JC0041.

⁶ Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union (OJ L 362, 31.12.2012, p. 1).

ensure that measures are taken to supervise and support the implementation of the entrusted tasks. A description of those measures and the entrusted tasks are laid down in the Annex 2 to this Decision.

- (12) The authorising officer responsible should be able to award grants without a call for proposals only in the exceptional cases set out in Article 190 of Delegated Regulation (EU) No 1268/2012.
- (13) It is necessary to allow the payment of interest due for late payment on the basis of Article 92 of Regulation (EU, Euratom) No 966/2012 and Article 111(4) of Delegated Regulation (EU) No 1268/2012.
- (14) Pursuant to Article 94(4) of Delegated Regulation (EU) No 1268/2012, the Commission should define changes to this Decision which are not substantial in order to ensure that any such changes can be adopted by the authorising officer responsible.
- (15) The measures provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee set up by Article 15 of the financing instrument referred to in recital 2,

HAS DECIDED AS FOLLOWS:

Article 1

Adoption of the measure

The Annual Action Programme 2017 (Part 2) and 2018 (Part 1) in favour of the Hashemite Kingdom of Jordan, as set out in the Annexes, is approved.

The programme shall include the following actions:

Annex 1: Trade-for-Development Measures to Support Inclusive Economic Growth in Jordan;

Annex 2: Measures Supporting the Implementation of the Partnership Priorities in Jordan;

Annex 3: EU Support to Social Protection in Jordan;

Annex 4: EU support to the Rule of Law in Jordan.

Article 2

Financial contribution

The maximum contribution of the European Union for the implementation of the programme referred to in Article 1 is set at EUR 90,000,000 and shall be financed for an amount of EUR 58,000,000 from budget line 22.040102 of the general budget of the Union for 2017; and for an amount of EUR 32,000,000 from budget line 22.040102 of the general budget of the Union for 2018.

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

The implementation of this Decision is subject to the availability of the appropriations provided for in the draft budget for 2018 after the adoption of the budget for that financial year or as provided for in the system of provisional twelfths.

Article 3

Implementation modalities

Budget-implementation tasks under indirect management may be entrusted to the entities identified in the attached Annexes 1 and 2, subject to the conclusion of the relevant agreements.

Grants may be awarded without a call for proposals by the authorising officer responsible in accordance with Article 190 of Delegated Regulation (EU) No 1268/2012.

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

Article 4

Non-substantial changes

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

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

Done at Brussels, 8.12.2017

For the Commission
Johannes HAHN
Member of the Commission



This action is funded by the European Union

ANNEX 1

of the Commission Implementing Decision on the Annual Action Programme 2017 (Part 2) and 2018 (Part 1) in favour of the Hashemite Kingdom of Jordan to be financed from the general budget of the Union

Action Document for Trade-for-Development Measures to Support Inclusive Economic Growth in Jordan

<u>INFORMATION FOR POTENTIAL GRANT APPLICANTS</u>	
<u>WORK PROGRAMME FOR GRANTS</u>	
This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012 in section 5.3.1 concerning grants awarded directly without a call for proposals.	
1. Title/basic act/ CRIS number	Trade-for-Development measures to support inclusive economic growth in Jordan CRIS number: ENPI/2017/ 040-559 financed under European Neighbourhood Instrument
2. Zone benefiting from the action/location	The Hashemite Kingdom of Jordan The action shall be carried out at the following location: Jordan
3. Programming document	Single Support Framework for EU support to Jordan (2014-2017)
4. Sector of concentration/ thematic area	Economic competitiveness and private sector development DEV. Aid: YES ¹
5. Amounts concerned	EUR 10,000,000 from the European Union Budget This action is co-financed by potential grant beneficiaries and the ILO for an indicative amount of EUR 2,400,000
6. Aid modality(ies) and implementation modality(ies)	Project approach <u>Indirect management</u> Delegation Agreement with International Organisations International Labour Organisation (ILO) <u>Direct management</u> Technical Assistance to public institutions responsible for trade Direct award of grant Shamal Start Project

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

7 a) DAC code(s)	33110 - Trade policy and administrative management			
b) Main Delivery Channel	5000 - Others			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main 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"/>
	9. Global Public Goods and Challenges (GPGC) thematic flagships	N.A.		
10. SDGs	SDG 8. Promote sustained, inclusive and sustainable economy growth, full and productive employment and decent work for all and build resilient infrastructure, and goals; SDG 9. Promote inclusive and sustainable industrialisation and foster innovation.			

SUMMARY: In December 2016 the EU-Jordan Association Council adopted the EU-Jordan Partnership Priorities and the annexed Compact (2016-2018)². The priorities identified are reflected both in the Single Support Framework 2017-20 and in the Annual Action Programme (AAP) 2017 of which this Action is part.

Within the AAP 2017, this action specifically addresses support measures, promoting trade for inclusive economic growth and affiliated measures relating to the implementation of the EU-Jordan Partnership Priorities. It is also partially geared towards the facilitation of the implementation of the EU-Jordan Association Agreement³, including the Council Decision 2016/1 to relax the Rules of Origin (RoO)⁴.

The action will support measures to address the main constraints which Jordanian enterprises face when exporting, namely: i) low productivity and competitiveness, coupled with low level of innovation; ii) capacity to comply with technical, sanitary and phytosanitary standards; and iii) capacity to attract the right set of skills to be competitive on the foreign markets. The

² Council decision 52016JC0041.

³ OJ L 129/3; 15.5.2002.

⁴ OJ L 233/6; 30.8.2016.

proposed support will enable enterprises, as well as government institutions, to take full advantage of the Association Agreement, including the relaxed Rules of Origin. It will therefore support the work of different actors, both private and public, which were chosen on the basis of their specialised expertise and capacity to deliver results. These include the International Labour Organisation (ILO), the "Shamal Start" Incubator/FabLab, as well as the governmental institutions responsible to facilitating trade.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

The Jordanian economy remains relatively resilient despite the regional turmoil. Nevertheless, it faces many challenges. Economic growth is anticipated to be below expectations due to lower financial inflows and a slowdown in economic activities. The International Monetary Fund (IMF) recently downgraded its forecast for Jordan's economic growth to an average of 2.3% in the medium term (from 3.2%) with a gradual acceleration to 3% by 2022. The slowdown in economic activities is mainly due to a depressed level of investments and lower production rates, with a current account deficit rising to 9.3 % of Gross Domestic Product (GDP) in 2016 in addition to a widening trade deficit. The recent inflows of refugees from neighbouring countries who are fleeing the region's conflicts have further challenged the Jordanian economy. These factors have resulted in a rise of the debt level (95.1% public debt-to GDP ratio at the end of 2016) and a high unemployment rate of 18.3% in April 2017.

Against this backdrop, the traditionally wide trade gap between Jordan and the EU has been exacerbated. The EU exports twelve times as much as it imports from Jordan, respectively amounting to EUR 4.06 billion and EUR 338 million. In the past year (2015-2016), Jordanian exports to the EU have further declined by 12 percent.

Conflicts in Iraq and Syria have curtailed Jordanian exports (Iraq is Jordan's largest trading partner and the destination of some 20% of its exports), affected expatriate remittances and undermined the transport and tourism industry in Jordan.

The negative impact of prolonged interruption of traditional trade routes has meant a shrinking of Jordanian export potential – a negative trend that Jordan and Europe pledged to address at the London Conference in February of 2016. In July 2016, Jordan and the EU signed a new trade arrangement which relaxed the “rules of origin” in the existing EU-Jordan Association Agreement.

These new, simplified rules of origin aim to facilitate Jordanian companies' access to the EU market, thereby diversifying exports, and eventually resulting in additional investment, new jobs and a potentially decreasing trade deficit. Nevertheless, the private sector faces numerous other challenges and obstacles to export to the EU, which have impacted their capacity to fully benefit from the 2002 EU – Jordan Association Agreement. These include: non-compliance with the European technical, sanitary and phytosanitary standards (SPS); low competitiveness and productivity; high production and transport costs; lack of adequate information about export markets, lack of relevant skills of the workforce, as well as lack of legislative predictability.

Currently, Jordan mainly exports fruit and vegetables, chemicals (fertiliser and potash), some textiles; machinery and equipment. Jordan's re- export constitutes 89% of total exports.

1.1.1 Public Policy Assessment and EU Policy Framework

Jordan 2025, the National Vision and Strategy (hereafter called Jordan 2025), which was approved in May 2015, is the Government response to the challenging economic situation. The aim is to enhance sustainable growth, promote job creation and to address Jordan's long-standing obstacles in the areas of business environment and competitiveness. It is a ten-year economic blueprint and is a long-term vision and strategy for Jordan's economic and social development. The document charts a path for the future and determines the integrated economic and social framework that will govern the economic and social policies, with the aim of improving the welfare of citizens and the basic services provided to them in order to create a balanced society where opportunities are widely available.

In summary, Jordan 2025 objectives comprise: to boost economic growth; enhance the business and investment environment and raise competitiveness to attract local and foreign investment in various economic sectors; develop economic sectors and encourage market creativity; encourage small and medium-sized enterprise (SME) development; enhance the policies governing the labour market, including the building of skills through vocational training (especially for youth and women); stimulate local and comprehensive development in communities to narrow regional economic disparities; increase women's participation in the labour market and give the necessary attention to people with special needs.

In February 2016, the Government presented to and agreed with the donor community to jointly implement a new strategic document entitled "Jordan Holistic Approach to the Syrians Crisis". The document states that "continuation of the existing approach will not lead to meeting urgent needs.... A new paradigm is necessary, promoting economic development and opportunities in Jordan to the benefit of Jordanians and Syrian refugees". The holistic approach was translated in a renewed commitment by the Jordanian Government to improve the business environment to foster investment (both domestic and foreign), and private sector development; and it also resulted in the acceptance of the need to allow the Syrian refugees to participate in the formal labour market in certain sectors.

The European Union responded to this renewed commitment by relaxing, in July 2016, the rules governing access for Jordan goods to the European markets, by means of a Decision of the EU-Jordan Association Committee (Decision No 1/2016). The Decision aims to expand Jordanian exports, attract investments as so to boost economic growth and contribute to the creation of new and decent job opportunities, including for Syrian refugees. For Jordanian companies to export to Europe under the new rule, they must employ a minimum number of Syrian refugees (15% to 25%) and be established in one of the selected 18 Development and Qualified Economic Zones.

Pertaining to the objective of creating decent and sustainable employment, the new arrangement provides for the involvement of the International Labour Organisation (ILO). The ILO will assist the Jordanian Government to monitor labour conditions and the percentage of Syrian refugees working in the facilities that will benefit from the relaxation of the rules of origin.

On the other hand, the existing Free Trade Agreement (EU – Jordan Association Agreement, 2002) grants duty free and quota free entry to the European markets to nearly all food and manufactured products, which Jordan has not fully used. This is because of a number of structural reasons: a strong currency pegged to the US Dollar; incapacity by the enterprises to quickly adapt to EU standards or SPS requirements; very limited knowledge of the EU market; lack of a reliable export facility, either private or public; high labour cost; limited transports (affecting both shipping and workers mobility); difficult and unstable business climate; lack of relevant skills of the work force; segmented labour market (e.g. quotas limiting employment of

non-Jordanian workers); high cost of energy; inefficient government apparatus; poor business services.

In 2014, the Ministry of Industry, Trade and Supply (MoITS) developed the Jordan National Export Strategy 2014-2019, in co-ordination with the International Trade Centre (ITC) and the Canadian Foreign Affairs, Trade and Development Office. The strategy identified a set of measures to support economic sectors with greater export capacity. Although the analysis and recommendations of the Export Strategy informed the Jordan 2025, it has not yet been endorsed by the Cabinet of Ministries.

In September 2016, the Government also adopted the National Strategy for Human Resource Development (NSHRD) 2016-2026. The strategy deals with developing elementary education, higher education, technical education and vocational training sectors with the purpose of achieving a qualitative leap in human resources. It was drafted upon the request of His Majesty King Abdullah II in 2015 addressed to the Prime Minister.

The NSHRD places emphasis on the modernisation of curricula to better prepare the Jordanian youth for a competitive labour market. It outlines the main pillars for the educational reform process - advanced curricula, professional teachers, technology-based teaching methods and the provision of early education. The strategy also calls for strengthened partnerships with the private sector, especially in the field of vocational training, in order to improve the quality of training outcomes and to better align them with private sector needs.

Finally, in May 2017, the Economic Policy Council, established by Royal decree, issued a Jordan Economic Growth Plan (JEGP) 2018 – 2022. The JEGP is comprised of economic, fiscal and sectoral strategies that outline the vision and policies pertaining to each sector. It further identifies the required policy interventions, public projects and private investments that must be undertaken to realise these sectoral visions. The premise is that successful implementation of the IMF Extended Fund Facility Program (EFF) along with the JEGP will put Jordan on a sustainable growth trajectory and ensure its economic resilience in the face of regional turmoil.

Stakeholder analysis

Overall, Jordan's private sector is defined by a small number of large firms, and a large number of very small ones, with relatively few medium-sized companies which could act as a conduit between the two extremes. Economic activity in GDP terms is dominated by large firms: although small and medium enterprises make up more than 90% of all registered companies, they contribute only 47% of GDP. Large firms are generally well connected with political decision-makers; for example, many former state-owned companies which have been privatised still have large numbers of government officials amongst their leadership.

Jordan's public sector has a number of overall characteristics relevant to its capacity to support Private Sector Development (PSD). First, geopolitical threats mean that government often has other priorities, such as security. Second, the systems and processes of government are cumbersome. Third, influence within the public sector is often determined by personal networks, and the decision-making process is not always transparent.

1.1.1.1 Final beneficiaries

Micro, Small and Medium Enterprises (MSMEs) and Entrepreneurs: will be a key beneficiary group. MSMEs' contribution to economic growth is still inadequate in terms of productivity and capacity to access business opportunities. One reason lies in the lack of appropriate business skills. For example, in more traditional sectors, like light manufacturing and agriculture, companies are often formed out of necessity, thus lack more generic skills (see section 3.1.4 for more details).

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

Business service providers (BSP): Jordan has a generally strong business services sector with a large number of private companies providing management and technical training services. However, in country the number of BSP internally accredited is small.

1.1.1.2 Main Stakeholders

Key stakeholder groups are covered below, but their actual level of involvement in the programme will be defined in the formulation stage:

- a. *Government departments:* There are a number of entities to consider as project partners:
- (i) The Ministry of Labour is responsible for designing and implementation (through the labour inspection) of the legislative framework governing the labour market. It also oversees and delivers working permits to immigrants. The Ministry of Labour's capacity to cover the broad spectrum of responsibilities is limited.
 - (ii) The Ministry of Industry and Trade and Supply , who implement the Association Agreement and the new rule of origin decision. The institution is weak and lacks the necessary capacity to lead other institutions and the private sector in effectively taking advantage of the opportunities offered by the trade agreement.
 - (iii) The Jordan Investment Commission (JIC) and the Jordan Enterprise Development Corporation (JEDCO) are the two institutions responsible for facilitating trade and investment in Jordan. These have not yet consolidated the planned institutional reforms which would enable them to effectively and efficiently operate.
 - (iv) The Jordan Food and Drug Administration (JFDA) and other dedicated institutions (e.g. JSMO), which are responsible for providing the legislative framework enabling foreign trade. These administrations employ competent staff.
- b. *Business associations:* In Jordan there is a large number of business associations and business membership organisations (BMO), which could be highly effective as reform supporters. However, private sector actors' opinion is mixed regarding their overall effectiveness. While BMOs argue that they represent their members' views to Government, they complain of having little impact as ministers do not take their positions into full consideration. For their part, SMEs view these organisations as part of government. However, a number of these organisations are effective and could provide a useful focus for the relaxation of the rule of origin work, for example the Amman Chamber of Commerce, the Jordan Chamber of Industry and the Information Communications Technology Association, as well as the Jordan Strategic Forum.
- c. *Existing sector business support mechanisms:* Jordan enjoys numerous current processes to help businesses to be established and to grow. For example, *Shamal Start* provides incubation facilities, which include a fabrication lab to accelerate the growth of existing and start-up companies through the provision of entrepreneurship programmes. Similarly, *Oasis500* is an early stage and seed investment company which offers services such as entrepreneurship

training, mentorship guidance, business incubation and additional follow-up investment and funding to International Trade Centre (ICT) enterprises. Shamal Start and Oasis500 are highly regarded by private sector stakeholders and have high quality staff.

d. Trade Unions and Employer's organisations in Jordan are rather weak organisations with limited capacity to influence policy.

1.1.2 Priority areas for support/problem analysis

The Jordan National Export Strategy 2014-2019 which was developed in co-ordination with the International Trade Centre (ITC) and the Canadian Foreign Affairs, Trade and Development Office puts forward a plan to alleviate some of the challenges the trading sector faces and to promote Jordanian exports. Some of the most prominent challenges identified by the strategy, which need to be addressed, as opposed to solely focusing on RoO are summarised below:

1.1.2.1 Capacity to export to the EU markets

Companies have limited capacity to export to the EU market. When targeting the EU, they either go through EU buyers or through the Arab diaspora in the EU (mainly from Jordan, Iraq and Syria), with a preference for the last one as they share the same language and business culture. Companies have limited understanding of the European Market and the relevant technical requirements (both technical standard and SPS), and a limited flexibility to adapt their production to the new market requirements. Weak linkages between the service sector and the manufacturing sector further reduce the capacity to link the manufacturing sector with new and foreign markets.

1.1.2.2 Levels of productivity and innovation extremely low, which translate into low level of competitiveness and difficulties in adopting European standards for products

The majority of Jordan's MSMEs operate in traditional sectors, such as retail, catering, hospitality, maintenance, primary processing and light manufacturing. Most of the entrepreneurs are producing low value goods, and are thus strongly susceptible to market-demand fluctuations; they are dependent on traditional markets and are also unable to meet the demand for high volume orders.

Enterprises have limited capacity to respond to the requested European standards, both technical and SPS, which hinders their capacity to export. In addition, low Research & Development (R&D) levels, which translate in limited use of advanced technology, make it difficult for local industries to respond to "dynamic market demands".

1.1.2.3 Weak entrepreneurial culture

Leading entrepreneurs and venture financiers regard the weak entrepreneurial culture in Jordan as an impediment to MSME development. The Global Entrepreneurship Monitor results for Jordan show that the number of Jordanians perceiving entrepreneurship as a good career choice is the third lowest among Middle East and North Africa (MENA) countries. Jordan ranks fifth among MENA countries on the perception that successful entrepreneurs have high status and respect in the country. The fear of failure is also high in Jordan.⁵

⁵ As reported in the National Entrepreneurship and MSME Development Strategy Document.

1.1.2.4 Lack of technical and management skills

The majority of enterprises lack basic management skills such as business planning, financial management, export capacity and sales and marketing. They also lack the technical skills that are required for product development.

The fact that many MSMEs are necessity-driven and lack growth ambition suggests that there is an existing potential for growth that is not being fully explored. Thus, measures to increase productivity in this sector will have an impact on growth, job creation and per capita incomes.

1.1.2.5 Mis-match between demand and supply of labour

Although the Jordanian economy has consistently created nearly 50,000 new jobs each year, these are relatively low skilled, low-income jobs and are taken largely by foreigners.⁶ In addition, there continues to be a structural mismatch between educational outcomes and the demands of Jordan’s growing knowledge-based sectors such as ICT, and a lack of interest on the part of young Jordanians to take existing vocational jobs (e.g., in the construction, tourism, and apparel manufacturing sectors) as they are considered as having insufficient status or salary levels. Survey evidence from the World Bank⁷ suggests that more than 50% of the unemployed are unwilling to take available jobs at prevailing wages.

1.1.2.6 Limited institutional capacity to facilitate trade

The lack of co-ordination between government bodies, particularly on issues related to trade, coupled with cumbersome, overlapping and long custom procedures hinder trade facilitation in Jordan. This results in long delays when applying for certification for SPS and standards. Weak infrastructure in the areas of transport, energy and ICT, especially in governorates outside Amman, also contributes to slow the country's export capacity.

Nevertheless, some Governmental institutions like the Jordan Food and Drug Administration (JFDA) and Jordan Standards and Metrology Organisation (JSMO) are keen to continue working to establish a system which can better guarantee compliance by the enterprises with EU standards.

2 RISKS AND ASSUMPTIONS (max. 1 page, section completed during identification)

Constant changes in senior line ministry staffing will constrain progress in strategy implementation Vested interests in Ministries result in slow pace of strategy implementation	High	Maintaining political dialogue with the relevant governmental institution so to ensure their continuous understanding and commitment to the implementation of the programme.
Assumptions		
The Government continue to be committed to implementing the strategy		
Increased regional insecurity limits Jordan’s potential to attract foreign direct investment (FDI) Internal security in disadvantaged regions deteriorates	Medium	Monitor regional security situation. Multi-component actions allows for resources to be reallocated to other components

⁶ See for example, “Policies for High and Sustained Growth for Job Creation” World Bank 2012, which states that: “In 2000 – 2008, growth was mainly underpinned by FDI to real estate and construction sectors which are intensive in foreign labour.”

⁷ Ibid.

Assumptions		
FDI into Jordan is driven by regional market access considerations. The security situation in the Middle East and North Africa (MENA) has generally improved and it will not worsen in other key Middle Eastern markets.		
Private sector too risk averse to participate in linkage interventions	Low	The incubation service can reduce the risk perceived by the private sector, while the TA provided to the relevant governmental institutions can facilitate expansion of the export linkages.

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

A review of the performance of donor and EU programmes focused on the private sector development (PSD) in Jordan, carried out for the identification, highlights a number of key lessons that have been incorporated into the identification of the Action. In particular, the EU has learned through different evaluations (Country Evaluation for Jordan; previous programmes in support of PSD) that it could do more to leverage specific European expertise in its private sector into its PSD programmes. This lesson is also reflected in the EU Agenda for Change, and stressed in the Country Evaluation for Jordan, which argues that EU support to Middle Income countries like Jordan should focus on private investment, collaboration between research and innovation bodies and trade, rather than grant based aid (e.g previous EU programmes implemented by JEDCO).

Previous work in support of the modernisation of the Jordanian technical and SPS standards revealed that the two institutions - JSMO and JFDA - are rather committed and competent. JSMO, in particular, already benefited from twinning assistance, which resulted in a step forward in the alignment of Jordan to the European standardisation system.

With regard to supporting the growth, job creation and innovation potential of start-ups and SMEs, under the project "EU Support to the Jordan's Response to the Syrian Crisis", the Shamal Start hub was initiated. The EU project was designed as a pilot project, to respond to the identified needs in the northern regions, which are among the most disadvantaged areas in Jordan widely affected by the influx of refugees.

The Shamal Start hub focuses on innovative solutions to Jordanian enterprises for increased productivity and competitiveness at the door of one of the 18 economic zones included in the RoO decision.

Currently the Shamal start hub incubates and accelerates, potential high-impact start-ups and existing companies. Services provided include: entrepreneurship training, coaching, mentorship guidance, business incubation, prototyping, through an established Fabrication Lab (FAB LAB) which gives access to new technologies (e.g.3D printing); and intellectual property advisory services.

Based on the experience of Shamal Start hub thus far, the need has been identified to expand support services to SMEs and start-ups to include linkages with Financial Institutions for better access to finance, promoting collaboration with innovation networks and communities also from abroad and introducing further instruments for the reduction of start-up cost and investment. Introducing these further services could ease the implementation -of the EU- Jordan Trade Agreement, and the relaxation of the rules of origin decision.

3.2 Complementarity, synergy and donor co-ordination

There is a wealth of actions in the domain of private sector support sponsored by various donors, with a large presence of EU funded actions. The proposed action has been tailored to address the remaining challenges and market failures and, as such, it is highly complementary to the ongoing actions.

The proposed action will be complementary to and reinforce the ongoing EU Programme to Support Private Sector Development (PSD) in Jordan – a comprehensive programme incorporating a Sector Budget Support operation, TA to the Government, as well as support to private companies.

Complementarity with the PSD Programme is ensured, as the focus of the current action on boosting trade as a means of generating economic growth interconnects with the overall PSD objective of reforming the business and investment climate in Jordan.

Moreover, it will supplement the Jordanian Action for the Development of Enterprises - JADE project which aims at supporting the development of an inclusive and innovative private sector, which can lead economic growth and development across regions in Jordan. As part of its mandate, the project supports SMEs with:

- Access to skills and expertise through Business intermediaries, skill development programmes and access to international expertise
- Market and investment linkages development, through enhancing local value chains and supporting access to international markets and investors;
- Fostering innovation through crowd-sourcing, innovative solutions to existing financing challenges.

Activities, undertaken to support government institutions, such as JSMO, JFDA and JEDCO in aligning with European standards will provide additional incentive for legislative reform of the business environment.

The proposed action will seek complementarity with the EU Measures to Support the Implementation of the Partnership Priorities (SIPP) and Support to the Implementation of the Action Plan (SAAP) capacity building programmes, beside SIGMA (Support for Improvement in Governance and Management) and TAIEX (Technical Information Exchange Programme).

Synergies will also be sought with the European Enterprise Network (EEN) which works towards connecting Jordanian and European companies through business to business (B2B), know-how and technical transfer as well as co-operation in R&D. In Jordan the link is ensured by a consortium composed of JEDCO, Jordan Chamber of Industry and the Higher Council for Science and Technology.

Close co-operation is already ongoing between the EU Delegation and the European Bank for Reconstruction and Development (EBRD), which is implementing a NIF funded EU regional programmes, i.e. "Trade and Competitiveness Programme for Egypt and Jordan" and the "Small Business Support". The European Bank for Reconstruction and Development (EBRD) programmes inter alia aim at developing Sustainable Value Chains and Competitiveness of SMEs and at supporting access to Equity Funds and Venture Capital. Still under the NIF, the European Investment Bank (EIB) has a similar initiative that primarily focuses on SMEs and is designed to address market failures. In particular, the Programme would combine: (i) EIB long-term loans for Value Chains development; (ii) a risk participation instrument (Risk Sharing Facility – i.e. providing credit risk protection for the loans granted by Financial Intermediaries when on-lending); and (iii) expert support (Expert Support Facility to Final Beneficiaries and/or

financial institutions to develop bankable efficiency investments and suitable financial products, respectively).

Complementarity will also be ensured between the current action and other donor operations on trade promotion. The Government has recently established a unit – Compact Unit –to coordinate the donor programmes implemented in support to the Jordan Holistic Approach to the Syrians Crisis better known as the "Compact". This unit is co-ordinating and making sure that donors (e.g. USAID, the Netherlands, Germany, United Kingdom) - which provide support to enterprises through working with Business association and directly with firms and business providers - facilitate the implementation of the new Rule of Origin agreement and foster Jordanian exports, constantly meet to avoid duplication and share experience.

3.3 Cross-cutting issues

Key cross-cutting issues include youth, gender and environment.

The unemployment rate among youth aged 15-24 years is estimated at nearly 60 per cent. Over half of unemployed Jordanians (53%) have less than the secondary level of education. Women looking for a job tend to have a higher level of education than men looking for a job: in 2015, 76% of female jobseekers had an intermediate diploma or higher, while 64% of unemployed males had less than secondary education.²

The challenges are compounded by the continuing rapid expansion in Jordan's population, which is expected to increase by 1.4% per year for the next decade. Based on current projections, there will be a need for over 660,000 new jobs over the next decade, if the national target of 8% unemployment (set in Jordan 2025) is to be met.

Women face particular challenges on the labour market. The participation of women in the labour force in Jordan is only 22%, versus 87% for men. Married women are considerably less likely to participate in the labour force. The young people and educated women, ready to join the labour force, face high levels of unemployment. Gender-related bias in the economic structure of employment adversely affects women's economic participation.

Jordan's labour market is highly segmented, and the limited opportunities that do exist for women are clustered in the civil service, and in particular within the health and education sectors. These sectors have not experienced a high job creation rate in past decades, and consequently women have benefitted little from economic growth. The limited economic participation of women is partly due to barriers to access training and education and due to low economic incentives.

There remains a clear disconnect between the skills and education women acquire, and those demanded by employers, particularly in the private sector. Pre-school care is costly, domestic helpers are expensive, and public transportation does not exist. When combining these factors with a minimum wage of 220 Jordanian dinars (USD 300 a month) women often feel that it is more economically reasonable to stay at home.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The overall objective of the action is to promote trade and investment for an inclusive economic growth in Jordan through the implementation of the Partnership Priorities and the JO- EU Compact (including EU – Jordan Association Agreement Committee Decision No 2016/1 related to the relaxation of the rule of origin).

The specific objectives are: (1) promote entrepreneurship and innovation, also to boost the SMEs export potential and growth; (2) promote the alignment of Jordanian SPS and Technical Standard legislative framework to the EU system for a select number of sectors; (3) strengthen the labour market governance for compliance with decent work principles.

The key outputs / results are (i) enhanced SME competitiveness and job opportunities; (ii) the Jordanian quality infrastructure (comprising institutions responsible for SPS and Technical Standards) equipped to better facilitate trade (iii) increased employment opportunities and decent working conditions in enterprises exporting under the relaxed rule of origin are promoted and monitored.

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of Sustainable Development Goals (SDG): 8. Promote sustained, inclusive and sustainable economy growth, full and productive employment and decent work for all and build resilient infrastructure, and goal 9. Promote inclusive and sustainable industrialisation and foster innovation.

4.2 Main activities

The action will facilitate the implementation of the Partnership Priorities as well as the EU – Jordan Association Agreement with a specific attention to the new rules of origin system. This will be accomplished through the following:

1. ***Enhance SME competitiveness; promote entrepreneurship and innovation also in view of fostering SMEs export potential and growth:*** it is proposed to work with existing business support mechanisms which incubate and accelerate, selected numbers of start-ups and existing companies wishing to innovate. These offer services to enterprises such as entrepreneurship training, mentorship guidance, business incubation and additional follow-up measures such as investment and funding, prototyping through the use of new technologies (i.e. 3D printing); and provide services to companies to enable them to move from ready products to production and markets.

The activities will aim to facilitate the creation and support of new start-ups, while accompanying existing Jordanian companies in innovating either their business model or their products. It is expected that this will further reduce costs and strengthen linkages with Financial Institutions and innovation networks, hence allowing companies to become more competitive for the local and foreign markets.

Synergies, linkages and complementarities will be sought with the European Enterprises Network and the new EU financed Jordan Enterprise Development Action programme.

For the purposes of this activity, and based on the lessons learnt, it is suggested to continue work with the Shamal Start Incubator/FabLab, for an additional period of 3 years. This action foresees a 40% co-financing to the programme costs by Shamal Start to ensure sustainability of their activities at the end of this programme. In fact, this amount is above the estimated cost of salaries for the whole centre for 3 years, hence guaranteeing that the EU contribution will focus on entrepreneurship (e.g. seed funding) and that the hub will be able to self-finance itself in future. Shamal Start hub serves the manufacturing sector and information technology and communication (ITC) services. It focuses on innovative solutions to Jordanian enterprises for increased productivity and competitiveness in closest proximity to one of the 18 economic zones included in the RoO decision, but reaching out to the whole of Jordan. It is a unique example of an incubator/accelerator coupled with a FAB LAB in the MENA region. An important aspect of Shamal Start is that the hub adopts a gender sensitive approach to selecting beneficiaries for incubation. The aim is to provide equal opportunities for women and

men in the northern governorates of Jordan to access business development services and employment.

2. *Better equip the Jordanian Quality Infrastructure system (comprising institutions responsible for SPS and Technical Standards) to facilitate trade.* Activities will aim to accelerate the implementation of the Association Agreement by working with the Jordan Food and Drug Administration (JFDA); the Jordan Metrology and Standardisation Organisation (JSMO) and other relevant institutions, especially those having export promotion in their mandate (e.g. JIC or JEDCO, but also Business Association).

To this end, it is proposed to continue aligning the Jordanian SPS and Technical Standard systems to the EU one. The proposed approach will be based on an initial assessment of the state of development of the Jordanian quality assurance system to identify gaps and inconsistencies in the legislative frameworks. As resources are limited it is proposed to focus the activities in a select number of sectors (e.g. Pharmaceutical; food processing and sectors under the ACAA negotiation e.g. toys, electrical and gas equipment); which will be chosen on the finding of the gap analysis.

Subsequently, assistance will be delivered to fill in the identified gaps and further harmonise the system, while providing ad-hoc supporting measures to private and public actors so as to facilitate trade and exports towards the EU and other markets.

3. *Monitor employment and decent works principle for enterprises exporting under the relaxed rule of origin.* It is proposed to continue the on-going work with the ILO, to:

i) Create the relevant capacity at the Ministry of Labour and within the Jordanian companies (e.g. through chambers and business associations) to comply with the ILO standards for decent work through the expansion of the Better Work Programme to other sector besides the garment industry. Monitoring of compliance with decent work standards will also place an emphasis on providing decent working conditions and services to women employees.

ii) Facilitate the match-making for demand and supply of skilled labour, among Jordanian and Syrian refugees through employment hubs (for more details refer to Appendix II). This will be carried out in full co-ordination with the Jordanian business associations (e.g. Jordan Chamber of Industry, as well as regional one) as well as other similar initiatives, to ensure the best efficiency and effectiveness.

iii) Advocate with the Ministry of Labour, Ministry of Industry & Trade, enterprises and other stakeholders for measures which will make the labour market more efficient. The Jordan labour market is heavily regulated to defend the interest of nationals vis-a-vis migrant labour. It is intended to establish a public and private platform for dialogue on measures to reform the labour market and unlock growth potential by providing better employment opportunities for both national and migrant labour.

iv) Carry out studies on export potential and market analysis that could foster a wider use of the EU Rules of Origin (RoO) relaxation scheme. This activity will further consolidate the existing collaboration with the Jordan Chamber of Industry, and other business association present in Jordan.

4.3 Intervention logic

The interventions are designed to facilitate the implementation of the EU – Jordan Association Agreement, including the new Rules of Origin decision (Decision No. 1/2016), and enhance export driven growth for Jordan.

The action will aim to:

- (i) Improve the private sector capacity to access new markets, through promoting entrepreneurship and innovation and increase some enterprises competitiveness and productivity;
- (ii) Better the enabling environment to export to Europe by working on the alignment of legislative framework with JFDA and JSMO, and increase the capacity of other government institutions responsible to foster Jordanian exports and investment;
- (iii) Facilitate the placement of Syrian refugees and Jordanian in enterprises which want to benefit from RoO relaxation; and monitor that these jobs are respecting the ILO standard for decent jobs.

Therefore, the action will operate on a two-tiered approach: synergies will be sought between bottom-up and top-down interventions. From a bottom-up perspective, private companies will be supported by Shamal Start hub by introducing innovation in their business mode, products and services, in order to become more competitive globally and increase their export capacity. In parallel, support actions for public bodies, such as the JFDA, JSMO and other relevant institutions will work towards top-down engagement of the government in reforming the business environment, while the ILO will facilitate the match-making between jobs demand and supply, and ensure compliance with the ILO Standards under the RoO relaxation.

These interventions are required to effectively increase private sector capacity to benefit from the opportunities opened by the EU – Jordan Association Agreement and the new rules of origin decision. In addition, these interventions are intended to be mutually reinforcing, by working in parallel and cross fertilise.

Co-operation and cross fertilisation will also be sought with the EU on-going programme to support the private sector development in Jordan. For issues which may rise in area related to the enabling business environment reforms the EU is implementing a Sector Budget support programme, while support at firm level is provided through the EU financed project – Jordanian Action for the Development of the Enterprise (JADE). The latter focuses on creating a systemic change in the enterprise ecosystem. It supports the development of an inclusive and innovative private sector that leads economic growth and development across regions in Jordan. In doing so, it works with Jordanian Business Associations; innovation and incubators centres and with business services providers to create a network of actors which work together to provide a wide range of services, for the development and export capacity of the SMEs. The Shamal Start is part of this network, as one of the incubator centres.

5 IMPLEMENTATION

The proposed action will be implemented through different modalities to better respond to the identified needs.

5.1 Financing agreement

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

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 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 authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 Implementation modalities

5.3.1 Direct management: direct grant award to "Shamal Start"

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

The objective of the grant is to promote entrepreneurship and innovation to boost the SMEs export potential and growth, through business support mechanism.

The key expected outputs / results are (i) increased number of enterprise able to export and attract fresh investment; ii) enhanced SME competitiveness and job opportunities.

The grant will support additional activities to be integrated into the existing Shamal Start hub to consolidate its capacity of to deliver services to the enterprises for success. These will include: linkages with Financial Institutions (e.g. Angel and venture capital, investors and similar) who could be interested to take a stake in the expansion of the start-up incubated by the programme; (ii) strong collaboration with institutions, and innovation networks and communities and private sector, which can produce the pipelines of start – ups to incubate (iii) and a mechanism which could help to further reduce the costs/investment to start production. e.g. a Hardware incubator.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the "Shamal Start" hub, operated by Luminus, Al Quds College.

The Shamal Start was established specifically to serve the manufacturing and service sectors in the northern regions, which are disadvantaged areas widely affected by the influx of refugees. It works to create an ecosystem around entrepreneurship and innovation, by combining the possibility of prototyping new products, with support on business model development and market analysis. It focuses its support on new high potential start-up businesses and existing SMEs on a development or growth path, with the view of boosting entrepreneurship and introducing and furthering a culture of innovation among the youth, and businessmen.

It is a unique service provider in the Jordan, as it combines two facilities an Incubator and a FabLab which allows reducing the cost of prototyping; testing new ideas on the market, and preparing the companies to market their products. This eases the access to additional capital for production and expansion. It significantly reduces the investment needed to take a new product to the market, and develop a sustainable business model. The prototype is tested on the market before establishing a large production line, thus reducing the margin of error, and failure.

By doing so, Shamal Start hub is laying the foundation for increasing the competitiveness of the Jordanian production, which - as recently presented by the Jordan Strategic Forum – is very unsophisticated. By increasing product competitiveness through innovation, Jordan may also access new market nationally and internationally.

Shamal Start hub could consolidate its role as an essential and credible tool for enhancing competitiveness of Jordanian companies, through the proposed additional services. Bearing in mind the stakeholder analysis for the proposed action, Shamal Start hub has proven to be the only actor in the Jordanian ecosystem, which is capable of delivering the much-needed innovation drive.

With a view on the above considerations, and under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because the Shamal start hub has exclusive competence in the field of activity and/or geographical area to which the grant relates pursuant to any applicable law; and is the only organisation (i) operating or (ii) capable of operating in the field of activity and/or geographical area to which the grant relates by virtue of all considerations of fact and law.

(e) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 60 per cent. This will be achieved by asking to the "Shamal Start" to gradually reduce the EU contribution, and increase its part in the total financing of the action. The logic behind is to gradually drive the Shamal Start to operational and financial sustainability.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 37 of (EU) regulation n° 323/2015 if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(f) Indicative trimester to conclude the grant agreement

June 2018

5.3.2 Procurement (direct management)

	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
TA to JFDA, JSMO and other relevant institutions to better the country system for quality assurance	Service	1	4Q 2017 (under the suspensive clause)
Communication and visibility	Service	1	1Q 2018

5.3.3 Indirect management with an international organisation

A part of the activities included in this action fiche (*Monitor the implementation the RoO, and promote among Jordanians and Syrian refugees job opportunities in the manufacturing sector section 4.2, 3rd Point*) may be implemented in indirect management with the International Labour Organisation (ILO) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails monitoring the implementation and compliance of the Rules of Origin (RoO) relaxation scheme prerogatives and the respect of decent working conditions by factories. This implementation modality is justified because

Article 2 of the Decision 2/2016 of the EU-Jordan Association Council of 19 July 2016 mandates an involvement of ILO for monitoring the scheme.

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

- Monitor the implementation the RoO, and promote among Jordanians and Syrian refugees job opportunities in the manufacturing sector and;
- Advocate with the Ministry of Labour and Ministry of Trade and Industry for measures which will make the labour market more efficient

The EU support will last until after the mid – term review of the RoO decision, which is foreseen for 2020.

This implementation modality is justified as the ILO was designated by EU-Jordan Association Council Decision 2/2016 as neutral third party for the monitoring of the relaxation of the rules of origin.

5.4 Scope of geographical eligibility for procurement and grants

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

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

5.5 Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution, in EUR
0 – Direct management: direct grant award to " Shamal Start"	3,000,000	2,000,000
5.3.2. – Procurement of services (direct management)	2,000,000	
5.3.3 – Indirect management with international organisation	4,000,000	400,000
5.8 – Evaluation, 5.9 – Audit	500,000	
5.9 – Communication and visibility	500,000	N.A.
Total	10,000,000	2,400,000

5.6 Organisational set-up and responsibilities

The (Ministry of Planning and International Co-operation (MoPIC) is the signatory of the Financing Agreement and the project supervisor, with overall responsibility for co-ordination with the Commission 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. The Ministry of Planning and International Co-operation may assign a staff/team to work on managing/monitoring/facilitating this programme.

A Programme Steering Committee (SC) will be formed and will meet at least three times a year to endorse strategic orientations, oversee programme execution, and facilitate implementation of the activities. The SC will be chaired by the Ministry of Planning and International Co-operation and it will include representatives from the Government institutions identified in section 4.2. and the EU Delegation as observer ; its composition will reflect the variety of stakeholders in the programme. Private sector representatives and the implementing partner responsible for the implementation of all components of this action will also take part.

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

5.7 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities (the Ministry of Planning and International Co-operation). To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators (for budget support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

5.8 Evaluation

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

The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to the design of the programmes and the effectiveness of the interaction of its two components as well as the impact on job creation in the formal sector. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

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

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

Audit

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

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

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

5.9 Communication and visibility

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above.

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

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations (http://ec.europa.eu/europeaid/communication-and-visibility-manual-eu-external-actions_en.)

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

The communication and visibility measures might be implemented by way of procurement (beyond the procurement foreseen in section 5.4) with an overall budget allocation EUR 0.5 million, while the type of contract will be decided during the implementation process. The launching of the procedures might be the first quarter of 2018.

To reduce the number of contracts under the Annual Action Programme 2017, and increase efficiency and effectiveness, the financial resources for communication and visibility will be transferred and allocated to the regional programme "Global Allocation 2018" and pooled with those of the other two action documents being part of the Annual Action Programme 2017: "EU Support to Social Protection in Jordan" (CRIS number: ENI/2017/40503) and Measures Supporting the Implementation of the Partnership Priorities in Jordan (CRIS number: 2017/040-561) for having one single contract.

APPENDIX I - INDICATIVE LOG FRAME MATRIX (FOR PROJECT MODALITY)

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Promote trade and investment for an inclusive economic growth in Jordan through the implementation of the Partnership Priorities and the JO- EU Compact (including EU – Jordan Association Agreement Committee Decision No 2016/1 related to the relaxation of the rule of origin).	1. Number of companies exporting to EU: <ul style="list-style-type: none"> Under the new RoO arrangement Number of enterprise increasing the exports 	2 2	12 in 2018 21 in 2019 43 in 2020 43 in 2020	Official GoJ data (MoF, MoPIC)	The Jordan Government remain committed to the implementation of the Partnership Priorities and the Jordan Compact
Specific Objectives	(i) Promote entrepreneurship and innovation to boost SMEs' export potential and growth (Activity 4: Shamal Start)	Number of new and existing Businesses that are able to generate income and/or employment	At present there are 24 incubates, none of them has yet graduated as the 6 months incubation has yet not elapsed. Based on the results achieved	(The target will be constructed on the basis of the baseline created at the start of the project)	- New Business Registration Records - Interviews with MSE employees - Interviews with local authorities (Chamber of Industry and Trade)	

			by June 2018, a baseline will be established			
	(ii) Promote the alignment of Jordanian SPS and Technical Standard legislative framework to the EU system for a select number of sectors (e.g. Pharmaceuticals, Food); (Activity 3: TA to JFDA)	1. No. of Jordanian production sectors for which the Jordanian quality system is able to certify compliance with the EU standards.	0	3 (to be confirmed on the basis of the baseline created at the start of the project)	Legislative Audits undertaken yearly	
	(iii) Strengthen the labour market governance for compliance with decent work principles; (Activities 1 and 2: work with ILO)	<p>1. Number of companies receiving services from the EU-funded component of the BWJ Programme</p> <p>2. Number of recorded violations of decent work principles in companies working with EU-funded component of the BWJ Programme</p> <p>3. Number of job seekers and employers served by the employment hubs</p>	<p>0</p> <p>0</p> <p>0</p>	<p>12 in 2018 21 in 2019 43 in 2020 43 in 2020</p> <p>(to be confirmed on the basis of the baseline created at the start of the project)</p>	<p>Official GoJ data (MoL)</p> <p>UNHCR data records</p> <p>ILO-BWJ reporting</p>	

Outputs	(i) Enhanced SME competitiveness and increased job opportunities within SMEs.	1. Number of MSE's that receive support to grow and scale their businesses	24	% increase base on the final monitoring of the project	# of incubated companies # of registered businesses # of supported MSEs	
	(ii) Jordanian SPS and Technical Standard legislative framework aligned to the EU system for selected economic sectors;	Number of sectors on path to alignment with EU standards	0	3		
	(iii) Promoted capacity (for enterprises and public sector bodies) on compliance with decent works principles;	1. Number of placement agencies established 4. Referral mechanism established 5. Core life skills package created 6. Number of factories in new sectors in which BWJ is piloting the adapted core service model	0	4 yes/no yes/no 12 in 2018 21 in 2019 43 in 2020 43 in 2020		

APPENDIX II. ILO EMPLOYMENT SERVICE CENTRES (ESC) CONCEPT

The main services to be provided by the Employment Hub, established by the ILO at the Ministry of Labour, are the following four:

1. Registration of job seekers

The centres will register job seekers in their databases according to age, education profile and experience. The ESC will obtain detailed information from the job seeker about their (a) previous employment history; (b) educational attainment and qualifications; (c) skills and experience (potentially based on the EU skills profile tool for third country nationals); (d) any physical, mental, family and social constraints on the type and location of the job; and (e) the type of work they would prefer.

Functional or chronological resumes of the job seekers will be uploaded in the system. Evidence of the job seeker's experience will be kept on record. The centres will provide no less than 3 hours of group based introduction and job search training sessions for job seekers. Every job seeker will have a job search plan that will be checked regularly by the centre. The centre will seek to address the challenges the job seekers would potentially face during their job search.

The centres will liaise with employers to elicit job openings. Services to employers may include support to design job descriptions, referral to business development services, as well as a range of other services⁸. Formal job opportunities will be registered. Informal jobs without social security will not be considered. Job descriptions registered will include, inter alia: job title, title of supervisor, job summary, main tasks, duties and responsibilities, required competencies and qualifications, wages and working conditions.

Standard classifications applied will include: the International Standard Industrial Classification of All Economic Activities (ISIC) and the national classification of occupations, in order to allow for automated matching and data comparability. When there is no standard national classification of occupations across institutions, the one selected will be the one used by the Public Employment Services. In the absence of any standard classification, the reference will be the International Standard Classification of Occupations.

2. Job matching and placement

The matching criteria used may include among others the following: job category, level of education, years of experience, salary, working hours, job location and geographical preference. The centres will identify suitable employment vacancies for the job seekers, discuss with job seekers viable options prior to their application, assist in the preparation of resumes, and cover letters and applications, and introduce job seekers to employers.

Special attention will be brought to match job seekers to jobs that are age appropriate: i.e. certain jobs are forbidden by decree for child workers between the minimum age of employment and 18 years of age. The

⁸ ESCs can also provide (a) training sessions on Human Resources management for MSMEs; (b) audit and coaching for work improvement based on the ILO Work Improvement in Small Enterprises Manual; (c) campaign with posters, leaflets and social media presenting the business case for an inclusive labour market.

national list of hazardous work – with jobs that are forbidden for all children, where available, will be used as a reference to screen jobs for this age category.

Once employment has been confirmed, the centre will also ensure the job seeker has access to social security and work permits (if required), by following up with both employer and the new recruits. Copies of the related documents will be kept in the file of the employee before the file is closed.

3. Active labour market programmes

The centres will offer referral to training and to testing and certification, when either of the two options increases the chances of the job seeker to access employment. Training may also be provided through sub-contracted agreements with training providers, whenever resources allow. Training will:

- be competency based;
- include strong component of Occupational Safety, Health and Life Skills;
- delivered though a mix of on the job and classroom-based training;
- followed by testing and certification process – for certificated recognised by employers.

Whenever possible, entrepreneurship training will also be proposed, and linkages with the Business Development Services and financing institutions will be implemented.

4. Labour market information and analysis

Labour market information and analysis helps: (a) job seekers adapt their profile and job search strategy to the reality of the market; (b) the employers to better target their recruitment; (c) training institutions to improve the relevance of their programmes; and (d) policy-makers to better take into account the realities of the market.

The statistics of the job seekers/ job opportunities database will be collated on a monthly basis per centre, between centres and as part of the network with other employment centres, whenever possible by the Public Employment Service. These statistics will be analysed in order to serve (a) career guidance purposes for the job seekers, (b) evidence based advice to employers, policy makers and donors.

Further, the centres will provide a regular analysis of possible restrictions that may hinder access to decent work opportunities for both the national workforce and Syrians, based on their direct experience. They will also provide an analysis of the obstacles to formal employment and cases of discrimination. These reports will be shared jointly with the monthly statistics report.

The centres will open their database, without the names of the participants, to research enquiries by recognized academia, that have the potential to improve access to decent employment for their clients. Comparisons between databases (and in particular those related to cash assistance and food vouchers) will be done only if in the best interest of the job seeker.



This action is funded by the European Union

ANNEX 2

of the Commission Implementing Decision on the Annual Action Programme 2017 (Part 2) and 2018 (Part 1) in favour of the Hashemite Kingdom of Jordan to be financed from the general budget of the Union

Action Document for "Measures Supporting the Implementation of the Partnership Priorities in Jordan"

1. Title/basic act/ CRIS number	Measures Supporting the Implementation of the Partnership Priorities in Jordan CRIS number: ENI/2017/040-561 Financed under European Neighbourhood Instrument	
2. Zone benefiting from the action/location	The Hashemite Kingdom of Jordan The action shall be carried out at the following location: Jordan	
3. Programming document	Single Support Framework for EU support to Jordan (2014-2017)	
4. Sector of concentration/ thematic area	Complementary Support for Capacity Development and Institution Building	DEV. Aid: YES ¹
5. Amounts concerned	Total estimated cost: EUR 10 million Total amount of EU budget contribution EUR 10 million	
6. Aid modality(ies) and implementation modality(ies)	Project Modality. Direct Management.: Procurement of services Indirect Management: With The Hashemite Kingdom of Jordan (Twinning and supplies).	
7 a) DAC	15110: public sector policy and administrative management.	

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

code(s) b) Main delivery channel	Institution-building assistance to strengthen core public sector management systems and capacities.			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main 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"/>
	9. Global Public Goods and Challenges (GPGC) thematic flagships	N/A.		
10. SDGs	16: Promote just, peaceful and inclusive societies			

SUMMARY

In December 2016 the EU-Jordan Association Council adopted the EU-Jordan Partnership Priorities and the annexed Compact (2016-2018).²

The priorities identified are reflected both in the Single Support Framework 2017-2020 and in the Annual Action Programme (AAP) 2017 of which this action is part. Efficient implementation and result delivery of our multi-sectoral actions hinge crucially on public administration capacity across the board, hence this wide-reaching action.

Within the AAP 2017 this action consequently aims at strengthening public sector capacities, governance standards, and policy dialogue in different sectors. The common thread of the support will be the focus on capacity building of public institutions in all areas relevant to the Partnership Priorities (as listed below). The anticipated focus of the initiatives under this component will be mainly, but not exclusively, to reinforce public sector, transparency and accountability.

Despite the progress made in the implementation of the public sector and economic reforms over the last decade, Jordan continues to face a number of critical challenges among which the inefficient public sector compounded by the influx of refugees and the economic slowdown (due in part to a difficult external context).

These prominent needs essentially justify the resources made available under this Action in order to enhance the performance of reform initiatives touching upon the three focal areas of the EU-Jordan Partnership Priorities:

- a) regional stability and security including counter-terrorism;
- b) economic stability, sustainable and knowledge-based growth, quality education and job creation and;
- c) democratic governance, the rule of law and human rights.

Lastly, it is anticipated that the projects under this Action, in keeping with the previous Support to the Association Agreement Programme / Support to the Action Plan Programmes (SAAP/SAPP)³, will continue to be designed as "demand-driven" with a strong linkage to other EU sectoral assistance programmes and the conclusions of the EU-Jordan Association Agreement (AA) Committee and the thematic sub-committees.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

According to the 2015 census, Jordan has a population of 9.5 million, of which 70% are Jordanians (6.6 million). Out of the 30% (3.2 million) of non-Jordanians, approximately half (1.26 million) are Syrians and 0.63 million are Egyptians. The Syrian crisis and the massive influx of refugees have placed additional pressure on the country's public sector, economy, infrastructure, security situation and scarce natural resources.

Jordan is primarily a service economy (70% of Gross Domestic Product (GDP), 75% of jobs), dominated by the public sector and security services, financial and insurance services,

² Council decision 52016JC0041

³ EU has so far supported the Government of Jordan with five successive programmes with the value of EUR 78 million to build and strengthen the institutional capacities of the Jordanian Administration.

business services, real estate, manufacturing and mining, and remittances from Jordanians abroad. The Jordanian economy remains relatively resilient despite the regional instability. However, economic growth is anticipated to be below expectations in 2017 due to lower financial inflows and a slowdown in economic activities. The slowdown in economic activities is due to a depressed level of investments and lower production in addition to a widening trade deficit, which resulted in an increase in the debt level and unemployment rate in the first quarter of 2017.

Within this complex context the Jordanian public sector faces several challenges on different fronts. The public sector alone, with about 110 ministries, units and subdivisions, accounts for roughly 20% of GDP⁴. The crucial challenges concern the Government capacity to continue providing services to a larger base of beneficiaries including the refugees, the capacity to implement necessary reforms to ensure good quality performance standards, and the capacity to enhance the implementation of public good governance practices such as equality, transparency and the fight against corruption to mention just a few.

The "Jordan 2025, the National Vision and Strategy (hereafter called *Jordan 2025*)" and a number of other recent documents⁵, identify a number of key issues to be addressed with regards to the governance of the Jordanian public sector such as overemployment, inefficiency, low levels of productivity, inconsistency between human resources skills and institutional roles and tasks, poor practices in policy and decision making -including poor consultation processes, poor implementation and weak accountability against results achieved.

Moreover, in line with the *Jordan 2025*, public expenditure must be reduced and the public sector must be reformed in order to cut red tape and bring more efficiency in the system to deliver better quality and fast services to the citizens.

1.1.1 Public Policy Assessment and EU Policy Framework

The *Jordan 2025*, while acknowledging that due to the regional situation the scope and responsibilities of the public sector have increased, also spells out the main broad issues regarding the country's public administration.

In this context, we see as a positive development that the Government has become more proactive in launching initiatives for public sector reform, and in particular to enhance the capacity of the administration to deliver public services as a way to revive economic and social development.

The public administration reform agenda of the Government is rather ambitious and involves rationalisation of existing administrative structures, modernisation of the regulatory

⁴ Promoting Poverty Reduction and Shared Prosperity, Systemic Country Diagnostic, World Bank, February 2016; The national Integrity System in Jordan, Transparency International Jordan, July 2016; Corruption Risk Assessment of the Public Procurement System in Jordan, SIGMA/OECD, October 2016; Improving Institutions, Fiscal Policies and Structural Reforms for Greater Growth Resilience and Sustained Job Creation World Bank, June 2012.

⁵ See also *Development Policy Review, Jordan* – Chapter 2, World Bank, 2013.

environment, promoting the use of e-governance applications in view of overall speed-up in administrative procedures in combination with simplification and enhanced integrity.

It is clear, however, that there are a number of challenges to overcome in order to translate the commitments into concrete actions, in particular in terms of enhanced public sector performance.

In addition to the *Jordan 2025*, a number of recent policy initiatives and developments are relevant to the reform of Jordan's public sector.

The first relates to interlinked initiatives taken by Her Majesty King Abdullah II. Further to the Arab Spring, the King has spelled out a number of policy ideas and priorities on sectoral reforms in his "discussion papers". Importantly, the latest of such discussion papers, published in October 2016 and called "Rule of Law and Civil State" is a strong call to reform the Jordanian public sector with the objective to increase quality of its performance and to ensure it abides by the principles of justice, equality, transparency and accountability.

The second policy element relevant to this action is the endorsement by the Council of Ministers (CoM) on 14 March 2017 of the "Digitizing Jordan 2020" initiative. This ambitious initiative was presented to the CoM by the Minister of Public Sector Development and Information & Communication Technology (ICT) and it aims at setting up a number of e-Government services by 2020. At present this ambition and commendable initiative needs significant technical support and funding, both of which are still to be clearly identified.

The third element is the approval in January 2017 of the new National Integrity and Anti-Corruption Strategy 2017-2025 which defines eight strategic goals, among which for instance capacity building for civil servants, enforcement of regulatory frameworks, development of e-Government services. The Strategy aims at being an additional important building block of the Government's effort to strengthen the integrity, the rule of law and the efficiency of the public sector.

While the political resolve on this reform front is strong, the current regional and economic challenges, along with the pressing security concerns, have impacted adversely on the pace of reform in the public sector.

Cooperation on security should be in keeping with our EU Policy Framework, as underlined in Article 21 of the Treaty on the European Union (TEU) stating that EU external action shall be guided by the principles which have inspired its own creation, and which it seeks to advance in the wider world such as democracy, the rule of law and the universality and indivisibility of human rights and fundamental freedoms. In particular, it states that the EU shall define and pursue common policies and actions in order to, inter alia, consolidate and support democracy, the rule of law and human rights.

As regards the EU Policy Framework, the 2015 European Neighbourhood Policy (ENP)⁶ underlined clearly the importance of Public Administration Reform and spells out that an accountable public administration, both at central and local level, is key to democratic governance and inclusive economic development.

Additional to this framework, the European Commission/ Support for Improvement in Governance and Management (SIGMA) "*Principles of Public Administration – A Framework for ENP countries*" were adopted at a regional conference which took place in Jordan in May 2016. The document was well received by the ENP participating countries as an useful instrument in identifying reform priorities and in enhancing the transparency of the public administration. Jordan requested to pilot the full assessment exercise regarding the "Service Delivery" principle. The assessment is currently ongoing and is expected to be finalised during the first semester of 2017. The findings and recommendations of the report should guide the identification of possible support projects in this field.

It is also worth noting that the Final Declaration of the ministerial meeting on Regional Cooperation and Planning held by the Union for the Mediterranean in June 2016 at the Dead Sea in Jordan, included a specific reference to the importance of a well-functioning public administration and to the adherence to the "*Principles of Public Administration, a Framework for ENP countries*".

To conclude, the allocation of resources for "Complementary Support for Capacity Development and Institution Building" corresponds to both the Single Support Framework (SSF) for EU support to Jordan (2017-2020) and the Annual Action Programme 2017.

1.1.2 Stakeholder analysis

This action aims at putting at the disposal of the Jordanian Government funds to be utilised in a flexible and "demand driven" manner, on the basis of mature projects needs in order to assist the Government of Jordan in the implementation of the EU-Jordan Partnership Priorities.

Hence, the key stakeholders for initiatives under this Action will be Jordanian public administration institutions in charge of reforms implementing the EU-Jordan Partnership Priorities or implementing recommendations of sector specific Association Agreement sub-committees.

The beneficiaries and the projects to be financed will be selected on the basis of mutual agreement between the Jordanian authorities and the Commission. The most suitable implementation modality -be it technical assistance, twinning or grant -, will be selected according to the targeted institutional needs and to the absorption capacity of the beneficiary.

⁶ JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS, "Review of the European Neighbourhood Policy" SWD(2015) 500 final.

As regards Civil Society Organisations (CSOs), their involvement in Public Administration Reform (PAR) activities is limited; however, as we agree on the projects and specific fields, we shall engage relevant actors and include awareness raising actions towards the public in the communication and visibility plan. Emphasis will also be laid on the inclusiveness of policy design by the Government of Jordan and reforms drawing on a consultative process of civil society.

1.1.3 Priority areas for support/problem analysis

As indicated in the previous section, the assistance provided in the framework of this action will aim at improving the capacity of the Government of Jordan to meet the commitments undertaken in the context of the EU-Jordan Association Agreement and in the Partnership Priorities, namely:

- regional stability, security, including terrorism;
- economic stability, sustainable and knowledge based growth, quality education and job creation;
- democratic governance, rule of law and human rights.

Priority areas for support will therefore address the capacity of the Jordanian public administration with regards to:

- strategic planning, policy and legislative drafting;
- implementation, monitoring and evaluation of policies;
- management of human resources and sustainability of competences;
- strengthening accountability mechanisms;
- raising awareness of EU support, of the EU-Jordan Association Agreement and Partnership Priorities in the Jordanian administration and among the Jordanian population.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Weak steering capacity in the Ministry of Planning and International Cooperation (MoPIC) following the phase out of the pre-existing Programme Administration Office (PAO), leading to	Medium	Technical assistance to support the MoPIC

insufficient identification of needs and therefore programme implementation.		
Assumptions		
<p>Government remains committed to the reform agenda and to programmes supporting capacity building in line ministries and public institutions for the the implementation of the Partnership Priorities.</p> <p>EU-Jordan political dialogue continues and technical subcommittees are held regularly.</p>		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

The support provided so far under the previous SAAP/SAPP programmes has been consistently designed as "demand-driven", complementing sectoral EU assistance programmes or building on the conclusions of the Association Agreement thematic sub-committees. The support has been provided mostly through Twinning actions and technical assistance, in some cases complemented with the supply of specialised equipment.

Experience developed in the context of the SAPP III and SAPP IV programmes showed some difficulties in identifying relevant capacity building projects. The problems encountered thus far were mainly: (i) the lengthy process of coordination between the EU Delegation and the Ministry of Planning and International Cooperation for the identification and formulation of possible projects; (ii), the high turn-over of the leadership in possible beneficiary institutions which slowed down the work on project design; (ii), the limited absorption capacity of some of the possible beneficiaries due to the important flows of financial assistance from other donors, and prominently USAID, across a wide array of Jordanian institutions.

Despite these difficulties, the action continues to be relevant given the central role of public administration in ensuring effective implementation of EU support programmes. Furthermore, this action is an asset in facilitating the dialogue between the EU and the Jordanian Government, in order to align views and identify capacity building programmes benefitting key Jordanian public administration bodies. Based on this policy dialogue, the joint steering of the projects under this action by the EU Delegation and the Ministry of Planning and International Cooperation will be essential for the successful implementation of this action.

3.2 Complementarity, synergy and donor coordination

The proposed project is in line with the Paris Declaration, as the "demand driven" mobilisation of assistance allows the EU to fully align the projects to the Jordanian national priorities.

Donor coordination is expected to be organised by the Ministry of Planning and International Cooperation, whose role shall also include the coordination of the assistance provided to different public bodies in the framework of this action. The leadership of the Ministry in supporting and facilitating the coordination of donors' support will therefore remain key for the successful implementation of this Action.

Projects to be financed under this Action shall build upon on-going or previous assistance as well as on new or complementary emerging needs. The conclusions of the relevant sectoral AA sub-committees meetings may as well contribute to the definition of capacity building needs in public sector bodies.

The continuous dialogue between EU and Jordanian authorities is expected to ensure consistency between the projects of this Action and the mutually agreed EU-Jordan reform priorities and programmes.

Also, we shall heed overlaps and complementarities with the activities of other donors. While USAID has a wide array of actions and important funding across the board, the United Kingdom, France and Canada are for instance carrying out technical assistance in the field of security. Notwithstanding that some areas lend themselves better to the exchange of information, we are frequently in touch with our counterparts so as to keep an overview of all activities undertaken and allocate our resources in the most efficient manner.

Lastly, this Action will be complemented by the two additional capacity building instruments available to Jordan, SIGMA (Support for Improvement in Governance and Management) and TAIEX (Technical Information Exchange Programme). The EU Delegation will try to ensure at all times consistent complementarities and synergies among the different capacity building instruments made available to the Jordanian authorities.

3.3 Cross-cutting issues

The crosscutting issues regarding gender equality and environment/climate change will be systematically analysed and addressed during the formulation phase of the future specific projects financed under the action.

It can be anticipated that the streamlining of the Commission-SIGMA/ The Organisation for Economic Co-operation and Development (OECD) PAR principles will be systematically addressed when designing the new specific projects.

Similarly gender issues and environmental sustainability will be systematically addressed as well at projects' formulation stage.

All of the proposed interventions will include specific activities to address both gender and environmental concerns whenever relevant.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The **overall objective** of the programme is to support the Jordanian administration in the implementation of the EU-Jordan Partnership Priorities.

The three **specific objectives** identified are:

- i) enhance the capacity of selected Jordanian institutions to meet the commitments undertaken in the context of the EU-Jordan Association Agreement and Partnership Priorities (PP) (see tentative selection of sectors in the next section);
- ii) foster the harmonisation of the domestic legislative and regulatory framework with the one of the EU and/or international frameworks and to strengthen their effective enforcement;
- iii) facilitate and strengthen the capacities of Jordan for the trade negotiations.

4.2 Main activities

The order of priorities and the identification of new projects to be addressed during the life time of this action will be defined jointly between the EU Delegation and the Jordanian authorities. As mentioned above, attention to cross-cutting issues will be incorporated in all proposed interventions or whenever possible.

The Delegation will endeavour to channel the support provided in the framework of this action primarily to the following public sector bodies and in the following areas:

- Customs: capacity building regarding risk management and analysis, intelligence and investigation, post audit, transit regime. Twinning could be the implementation modality.
- Jordan Anti-Corruption and Integrity Commission: capacity building for the implementation of selected actions of the Strategy approved in January 2017; twinning could be the implementation modality.
- The security sector will as well be an area of possible further capacity building cooperation, either building up on previous Twinning actions with the gendarmerie, the Public Security Directorate/ Criminal Investigation Department (CID), the Civil Aviation Regulatory Commission (CARC), or extending to new institutions such as the Jordanian Armed Forces (JAF) which have manifested interest in capacity building in the field of cyber-defence and civil-military cooperation.
 - Jordan Metrology and Standardisation Organisation (JSMO): capacity building to enhance alignment of technical standards and legislative framework in selected sectors in the framework of the preparations for the negotiation of an Agreement on Conformity Assessment and Acceptance of Industrial Products (ACAA), building up on the achievements under SAPP III and IV.

- In the field of rule of law and good governance, some support to the decentralisation process either with the Ministry of Interior (MoI) or municipalities and governorates entities could be foreseen.
- This is also the case for the Public Finances Management Sector as our current programmes will come to an end in the coming two years. Likely recipients would be the General Budget Directorate as well as the Income Sales and Tax Department.

4.3 Intervention logic

The Ministry of Planning and International Cooperation, together with the EU Delegation, will exercise coordination and oversight functions, ensuring continuity with the previous SAAP/SAPP programmes.

The action will be implemented with both **direct and indirect management**, whereby the Ministry of Planning and International Cooperation will be acting as the contracting authority for grants with Member States Administrations (Twinning) and necessary supplies strictly complementing twinning projects.

The Ministry of Planning and International Cooperation will assign the Programme Administration Office (PAO) for the management of the above mentioned grant and supply contracts as well as in charge of the coordination with the other capacity building initiatives (technical assistance) and the actions implemented under the TAIEX and SIGMA instruments.

The PAO will be entirely financed by the Government (salaries, office space and equipment, running costs) as from the end of EU funding via Programme Estimate of the PAO under the ongoing institutional capacity building programme SAPP IV.

In direct management mode, the European Union Delegation will be acting as contracting authority of a technical assistance contract(s) supporting the Ministry of Planning and International Cooperation and of possible further technical assistance to public sector bodies in charge of sectoral reforms via Framework contracts when necessary.

The technical assistance will support the PAO in the implementation of the action by assisting in the formulation of the overall implementation work plan, in the identification of new projects, in the drafting of the necessary project documents for the tendering process, in formulating and implementing the action's communication and visibility plan, and in the reporting on the action's activities.

All interventions under this action will specifically contribute to the implementation of the EU – Jordan Association Agreement, the EU-Jordan Partnership Priorities and the recommendations stemming from the AA sub-committees. They will comply with the EC's project cycle management procedures and an indicative logframe matrix with respective indicators will be defined at a later stage).

Interventions shall target weakness identified in the other project and programmes carried out under the PPs, jointly with Ministry of Planning and International Cooperation, and favouring a demand-driven approach in order to ensure ownership and the sustainability of results achieved.

The main eligibility criteria for the actions to be financed will be:

- direct link with the implementation of the Association Agreement and the EU-Jordan partnership Priorities;
- consistency with other on-going or planned capacity building initiatives;
- coherence with the recommendations of the sectoral AA sub-committees.

5. IMPLEMENTATION

5.1. Financing agreement

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

5.2. Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts implemented, is **48 months** from the date of entry into force of the financing agreement.

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

5.3. Implementation modalities

5.3.1 Indirect management with the Hashemite Kingdom of Jordan

This action may be implemented in indirect management with the Hashemite Kingdom of Jordan in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012 according to the following modalities:

The Hashemite Kingdom of Jordan will act as the contracting authority for procurement and grant procedures. Procurement procedures may include supplies up to a maximum of 15% of the budget under indirect management with Hashemite Kingdom of Jordan). This is given the previous successful experience of complementing, in selected cases, capacity building projects with the provision of specialised equipment.

The Commission will control ex ante all the procurement and grant procedures.

Payments are executed by the Commission.

In accordance with Article 190(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 the partner country shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No 966/2012, will be laid down in the financing agreement concluded with the partner country.

Twinning contracts include a system of unit costs and flat rate financing, defined in the Twinning Manual, for the reimbursement of the public sector expertise provided by the selected Member States administrations. The use of this system of unit costs and flat rate financing has been approved by Commission decision C(2017)1122 of 21 February 2017.

5.3.2 Procurement (direct management)

Subject in generic terms,	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Support to the the Ministry of Planning and International Cooperation to identify and steer the formulation of capacity building projects for Jordanian Public sector institutions.	Services,	1	Q3, 2018
Support to Public sector bodies in charge of sectoral reforms in keeping with the Partnership Priorities.	Services	4	Q3, 2019

5.4 Scope of geographical eligibility for procurement and grants

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

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

5.5 Indicative budget

ACTIVITY	EU contribution
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	(amount in EUR)
5.3.2 Procurement (direct management)	1,500,000
5.3.1. Indirect management with Hashemite Kingdom of Jordan (Twinning and supplies ⁷)	8,350,000
5.4 Evaluation and Audit	150,000
TOTAL	10,000,000

5.6 Organisational set-up and responsibilities

The contracting authority for the Twinning initiatives will be the Ministry of Planning and International Cooperation.

5.7 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of each individual project financed under 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 of the project(s) and elaborate regular progress reports (no less frequent than semi-annual) and final reports.

Every report shall provide an accurate account of implementation of the project(s), difficulties encountered, changes introduced, as well as the degree of achievement of results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the log-frame matrix developed for each specific project. The report(s) shall be laid out in such a way as to allow monitoring of the means envisaged and employed, and of the budget details for the project(s). The final report, narrative and financial, will cover the entire period of the project(s) implementation.

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

5.8 Evaluation

Considering the importance and nature of this action, a final evaluation will be carried out for this action as a whole or some of its components via independent consultants contracted by the Commission.

⁷ Maximum of 15% of this budget line is allowed for supplies complementing twinning projects.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

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

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

Indicatively, one contract for evaluation of services shall be concluded under a framework contract in 2023.

5.9 Audit

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

Indicatively, four contracts for audit services shall be concluded under a framework contract.

Certification of expenditure will have to be submitted as part of the contracts implementing this Action.

The evaluations and audits will be funded from the programme budget.

5.9 Communication and visibility

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

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the Beneficiaries, and the contractors. Appropriate contractual obligations shall be included in, respectively, the procurement and grant contracts.

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

Once the projects under this action are jointly identified and approved, a communication and visibility plan shall be established.



This action is funded by the European Union

ANNEX 3

of the Commission Implementing Decision on the Annual Action Programme 2017 (Part 2) and 2018 (Part 1) in favour of the Hashemite Kingdom of Jordan to be financed from the general budget of the Union

Action Document for EU Support to Social Protection in Jordan

INFORMATION FOR POTENTIAL GRANT APPLICANTS

WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning calls for proposals: 5.3.1 “Grant – call for proposals 'EU Support to Social Protection in Jordan' (direct management)”;

1. Title/basic act/ CRIS number	"EU Support to Social Protection in Jordan" CRIS number: ENI/2017/40503 Financed under the European Neighbourhood Instrument (ENI)	
2. Zone benefiting from the action/location	The Hashemite Kingdom of Jordan The action shall be carried out at the following location: Jordan	
3. Programming document	Single Support Framework for European Union (EU) support to Jordan (2014-2017)	
4. Sector of concentration/ thematic area	Social Protection – Gender - Youth and Civil Society Organisations (CSOs)	Social Protection Sector Reinforcing the governance and the quality of service in public service delivery and civil society
5. Amounts concerned	Total estimated cost: EUR 20,700,000, of which EUR 700,000 from the Call for Proposals co-financing with CSOs. Total amount of EU budget contribution: EUR 20,000.000	
6. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with International Organisation: United Nations Office for Project Services (UNOPS) Indirect management with Member State Agencies: (Northern Ireland Cooperation (NI-CO) and Expertise France	
7 a) DAC code(s)	16010: Social / Welfare Services	

b) Main Delivery Channel	Technical Assistance, Civil Society, International Organisation			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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"/>
	RIO Convention markers	Not targeted	Significant objective	Main 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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	9. Global Public Goods and Challenges (GPGC) thematic flagships	N/A		
10. SDGs	SDG 1: End poverty in all its forms everywhere SDG 5: Gender Equality - Achieve gender equality and empower all women and girls SDG 10: Reduced Inequalities - Reduce income inequality within and among countries SDG 16: Peace, Justice and Strong Institutions - Promote peaceful and inclusive societies for sustainable development provide access to justice for all and build effective, accountable and inclusive institutions at all levels.			

SUMMARY

Under the 'Vision 2025', the Government of Jordan has identified Social Protection as a key sector for development. This is also a key finding in the EU Country level evaluation that was conducted in 2015. The sector is in dire need for the modernisation of its governance system, the enhanced institutional capacity building and the quality of service delivery with a high involvement of private sector and civil society.

The proposed action is underlined as a priority in the single support framework (SSF) 2017-2020 under the focal sector 1: "Supporting economic and social development" with the aim to develop more efficient and better targeted social protection systems ensuring sustainable access to vulnerable populations and supporting sustainable local development measures.

The overall objective of the intervention is to contribute to the development of an equitable and inclusive society in Jordan through the improvement and modernisation of the quality and performance of the social protection system.

The proposed intervention covers a range of activities under a tri-pronged approach where three interlinked components were identified:

- Enhance policy and governance of social protection
- Professionalise social work
- Strengthen the role of Civil Society Organisations as actors in social protection

At the institutional level, the action will support the Ministry of Social Development (MoSD) priorities and activities identified; it will also extend support to National Aid Fund (NAF), the Higher Council for Persons with Disabilities (HCPWD), Civil Society and the private sector.

The purpose of the proposed interventions is in line with both EU and international standards. The EU is supporting the further development of social protection as one of its major policy goals.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

According to the 2015 census, Jordan has a population of 9.5 million, of which 70% are Jordanians and, out of the 30% (3.2 million) of the non-Jordanians, approximately half (1.26 million) are Syrians and 0.63 million are Egyptians. Between 1990 and 2015, Jordan's Human Development index (HDI) value increased from 0.620 to 0.741, an increase of 19.6%. Ranking 86 out of a total 188 countries, Jordan's 2015 HDI of 0.741 is below the average of 0.746 for countries in the high human development group and above the average of 0.687 for countries in Arab States.

The Gender Development Index (GDI¹), which is the female HDI value for Jordan, is 0.670 in contrast with 0.776 for males, resulting in a GDI value of 0.864, which places the country slightly above the average of 0.856 for Arab States². Consequently, Jordan has a Gender Inequality Index value of 0.478, ranking it 111 out of 159 countries in 2015. This inequality is largely attributed to the low political participation and representation rates amongst women but mainly due to the fact that female participation in the labour market is 14.2% compared to 64.4 for men.

Jordan's economy grew over the past decade and the Gross Domestic Product (GDP) per capita increased from USD 2,156.4 in 2004 to USD 4,940 in 2015. Yet, there are concerns about maintaining previous economic gains and progress in poverty reduction. Particularly, there was a need to reduce disparities between the poor and non-poor in education and health and to support and protect the poor through affordable, sustainable, efficient and effective social safety net interventions, a need that had become all the more urgent in recent years. The economic participation rates in the country are amongst the lowest globally, with only 35-40% of the population above the age of 15 economically active and one of the lowest employment-to-population ratios. Unemployment reached 18.2% in the beginning of 2017 with peaks among the youth and women.

¹ Gender Development Index (GDI) based on the sex-disaggregated Human Development Index (ratio of the female to the male HDI), reflects gender inequalities in health, education and command over economic resources.

² Human Development Report 2016 for Jordan: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/JOR.pdf

Jordan pushed for a series of constitutional and political reforms that were adopted in 2012. Whereas this push for progressive, steady political reform seems genuine, current regional challenges, in particular the worsening of the conflicts in Syria and Iraq, the influx of refugees and the pressing security concerns, have replaced the country's immediate priorities in terms of stability and the economy, and, consequently, limited its available resources to be devoted to the democratic reform agenda.

The population in Jordan is composed by a large number of different social economic groups, among them are a number of minority groups, such as the 'Dom' population, which need more support and equitable access to social services. Estimations of the size of this group vary between 30,000 and 80,000; being divided into many clans, many live in non-settled communities and are therefore more vulnerable than the rest. The communities live mostly in Amman, Madaba, Zarqa, Jerash and Mafraq.³

1.1.1 Public Policy Assessment and EU Policy Framework

Jordan is one of the leading countries in the Middle East and North Africa (MENA) region in terms of paying attention to developing social protection systems that reach vulnerable groups and individuals. Social protection in Jordan is focused on the family as the foundation of society. Article six of the Jordanian Constitution states that:

- The family is the foundation of society. It is founded on religion, morals and patriotism. The law preserves its legal entity, and strengthens its ties and values.
- The law protects motherhood, childhood and the elderly, and cares for the youth and people with disabilities.

However, there is no national policy for social protection. Each public entity has its own laws and regulations that define its roles and responsibilities. Key public players in the area of social protection in Jordan include: the Ministry of Social Development (MoSD), the National Aid Fund (NAF), the Ministry of Finance (MoF), the Ministry of Planning and International Cooperation (MoPIC), the Ministry of Labour (MoL), the Ministry of Health (MoH), and other public entities including the Ministry of Municipal Affairs (MoMA).

The Ministry of Social Development is one of the oldest ministries in Jordan. It functions under Law No. 14 of the year 1956 and its amendment as a Ministry of Social Affairs and Labour. The law specifies that its main functions are to provide comprehensive and sufficient social pensions, coordinate the social services for all citizens throughout their life stages, and regulate their investments as the main source of fortune for the kingdom is its human wealth. However, the current law does not give the Ministry of Social Development a specific mandate to set the overall policy for social development, protection and poverty alleviation. According to the Ministry of Social Development officials, the current law needs to be amended to provide the Ministry of Social Development with the required authority to assume its policy, regulatory, and oversight functions as an umbrella for social protection, and gradually move away from providing direct services towards regulating and monitoring. Currently, the Ministry of Social Development provides its services under four main laws:

1. Social Affairs and Labour Law No. 14 of 1956 and its amendments.
2. Juveniles Law No. 24 of 1968 and its amendments.
3. Family Protection Law against Violence No. 6 of 2008.

³ UNICEF 2016: A qualitative report on Children from Marginalized Jordanian Minority Groups.

4. Association Law No. 51 of 2008 and its amendments in 2009.

Furthermore, Jordan has ratified the following international conventions and agreements that are related to social protection:

- International Covenant on Civil and Political Rights
- International Covenant on Economic, Cultural and Social Rights
- Convention on the Rights of the Child (with few reservations)
- Convention on the Elimination of all Forms of Discrimination against Women (with a few reservations)
- Convention on the Rights of Persons with Disabilities
- Convention against Torture
- International Convention on the Elimination of All Forms of Racial Discrimination
- Geneva Convention on International Humanitarian Law
- Social Security (Minimum Standards) Convention, 1952 (No. 102).

However, Jordan has not ratified any of the optional protocols to these agreements. This would have enabled individuals to submit complaints directly to specialised monitoring committees of the United Nations (UN), in accordance with the mechanisms adopted by the UN.

Furthermore, over the past decade, several national strategies that partially target enhancing the social protection system in the country have been launched. In 2006, an important initiative, the National Agenda, was launched under royal patronage. It declared that all national objectives should be achieved by 2017. The National Agenda sets the following objectives that are related to social protection and poverty alleviation (Government of Jordan 2006).

1. Create a national council for development and poverty alleviation
2. Develop a comprehensive national social policy with a focus on social development and productivity enhancement
3. Strengthen human resource capacities to implement poverty alleviation
4. Develop a clear understanding of the root causes and characteristics of poverty
5. Restructure the National Aid Fund (NAF)
6. Provide assistance to the unemployed poor to integrate them into the workforce
7. Upgrade the social work skills of welfare workers
8. Increase penetration of microfinance services in poor communities.

While the National Agenda highlights the need for a comprehensive national social policy and a social protection system, this has not yet been achieved despite the fact that this was set as a top priority. By the end of 2012, the government, in cooperation with the United Nations Development Programme (UNDP), completed the development of Jordan's National Poverty Reduction Strategy (NPRD). In order to target more vulnerable individuals and groups, the strategy sets key parameters and actions to be undertaken to enhance the social protection system in the country. The implementation of the strategy is overseen by the Ministry of Planning and International Cooperation (MoPIC); however, no real progress has been made on the implementation side (UNDP 2013a). Currently, it is expected to update the NPRD by the end of 2017 with the support of the UN.

In 2016, the EU and Jordan agreed on Partnership Priorities for 2016-2018⁴ that confirmed a well-established relationship and deepened their mutual engagement. Of the three main priorities agreed, one aims at stabilising Jordan's macro-economic situation and enhancing Jordan's social and economic development in line with Jordan Vision 2025⁵, in addition to enhancing Jordan's resilience to deal with the impact of the Syrian crisis and regional instability. The agreement implies the fulfilment of mutual commitments, specified in the annexed EU-Jordan Compact. The Compact emphasises the importance of social inclusion and development. The objective is to improve the living conditions both of Syrian refugees⁶ in Jordan as well as vulnerable host communities.

The Poverty Reduction Strategy (PRS 2013-2020) is designed to address poverty as a complex multi-dimensional phenomenon in a holistic approach bringing together development efforts of several government ministries, other government stakeholders, CSOs and the donor community. This strategy is currently under revision with joint responsibility of the Ministry of Planning and International Cooperation and the Ministry of Social Development.

Within the legal framework, most of the legislations still have shortcomings and are not aligned with international laws. Many regulations exist to organise social work, and especially the role of social workers, however, it is commonly attested by Government of Jordan (GoJ) officials and civil society organisations (CSOs) that the social protection floors in Jordan are still fragmented; stakeholders have voiced the need to create effective legal mechanisms, which could contribute to the establishment of an efficient accountability system for social protection.

Although Jordan introduced a law for persons with disabilities (PWDs) back in 1993, to comply with the Convention on the Rights of Persons with Disabilities (CRPD) as well as other United Nations human rights instruments, still PWDs are de facto not fully integrated in society. The Higher Council for Persons with Disabilities (HCPWD) is advocating for inclusive social protection programs that tackle all types of disability, including physical, physiological, accessibility, mental and visual disabilities. According to the Jordan vision 2025, the de-institutionalisation process⁷ is currently a governmental priority which shall involve different stakeholders including the HCPWD, who is working on an 'Action Plan' to operationalise this policy; in parallel, the Ministry of Social Development is to ensure the safety, protection and access to the rights of all beneficiaries currently residing in its social care centres while de-institutionalising takes place.

The 2015 Review of the European Neighbourhood Policy (ENP)⁸ reaffirms the EU's commitment to promote employment, employability and social inclusion, as well as, the importance of good governance, democracy, rule of law and human rights in its neighbourhood. In the same perspective, under the Single Support Framework (SSF) for EU support to Jordan (2014-2017), one of its specific objectives aims to enhance more efficient and better targeted social protection systems ensuring sustainable access to vulnerable and

⁴ <http://data.consilium.europa.eu/doc/document/ST-12384-2016-ADD-1/en/pdf>

⁵ The Vision 2025, which is an overall guide for the national economy and society, shall serve as the overarching strategy in this sector, amongst many others, over the next 10 years.

⁶ Jordan currently hosts 655 000 registered refugees.

⁷ Process of replacing long-stay patients in hospitals with less isolated community/family based health services.

⁸ Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, "Review of the European Neighbourhood Policy" SWD(2015) 500 final.

marginalised populations and supporting sustainable local development measures, with particular attention to the EU Gender Action Plan (2016-2020).

The first strategic area of action under the EU Action Plan on Human Rights and Democracy (2015-2019) is "boosting the ownership of local actors"; it also iterates the continued support to civil society including social partners and to promote enabling environments.

1.1.2 Stakeholder analysis

Duty-Bearers:

The major key stakeholder in social protection and its reforms is the Ministry of Social Development with branches in all 12 governorates. It is the main stakeholder in social protection, primarily due to the large number of operational responsibilities under its purview. While its strategic objective is to contribute to the development and implementation of integrated social policy, it is directly responsible for the provision of social services to a wide range of disadvantaged persons: young people and children (including juvenile care centres); women, poor families; and persons with disabilities. Services to these categories are run by directorates operating at the central and governorate levels.

MoSD is facing several challenges and weaknesses related to governance mainly in terms of monitoring and evaluation that should be based on a clear and transparent accountability system; low coordination with social protection bodies, mainly CSOs given their low level of participation and management role in the social protection system. MoSD suffers also from a low quality of service delivery due to low capacities of its social workers and poor working conditions in MoSD care centres, and finally the underperforming management information system.

There are two main operating Agencies in the field of Social Protection: **the Social Security Corporation (SSC)**, which executes social insurance laws and the **National Aid Fund (NAF)**, which executes social assistance laws. The NAF disburses cash transfers to almost 90,000 households with a staff of 400 employees countrywide, through 41 offices.

The **HCPWD** (Higher Council for Persons with Disabilities): is an independent body in charge for piloting and coordinating both the implementation of the National Strategy of Persons with Disabilities and the law for persons with disabilities currently under a revision. The Council aims to improve the quality of life for persons with disabilities and to enable them to lead a decent and productive life in a society where equity and equality prevail. On social protection, the HCPWD assures a close coordination with the Ministry of Social Development Department of persons with disabilities.

Universities are important for improving the quality of social care: there are approximately 30,000 social workers in Jordan with different academic backgrounds, such as economics, biology etc. Most social counselling graduates work in schools and there is a lack of university professors with a background in social service (their number doesn't exceed 5 in Jordan currently). There are only minor social service specialised programs at Jordanian universities at both graduate and post graduate levels. Main reason for the lack of attention to social service specialised programs at Jordanian universities is that there is a lack of status of social workers and a negative attitude of the public towards social workers. Universities need practical input, for example to exchange students with the field. Need assessment should come from the field. Curricula should come from the Ministry of Social Development, but

universities are not sufficiently aware of practical situations and desperate waiting for more input from the field. Representatives of universities showed already their commitment to the EU programme.

Rights-Holders:

CSOs in Jordan played an active role in the sector by providing complementary services to different vulnerable groups in different geographical locations. Also the extent and quality of the sector's engagement with government entities remains very limited.

In the last few years charity CSOs in Jordan played an active role in social protection sector by providing around 25 types of services to different vulnerable groups in different geographical locations. However, the relief approach is still the main theme of intervention, as opposed to right based approach. Relief alone is appropriate when the target is experiencing situational crisis that caused them to experience a need (such as a job loss or death). Right based approach is more appropriate especially when the target is lacking in skills or opportunities but relatively able to be productive.

The majority of charity CSOs do not have sufficient financial resources and cannot access funding due to the lack of qualified staff. These results in providing insufficient and low-quality services to disabled people (and other vulnerable groups). Staff capacity must be increased through technical training (English language and fundraising) and career-pathing incentives. Moreover, CSOs should be encouraged to merge and work together in networks.

To maximise the impact and provide quality services, charity organisations should become more specialised and focused on specific key services. A strategic partnership should be established to endorse distribution of tasks/work among CSOs and line ministries. Moreover, the assessment workshop conducted in Amman, Aqaba and Irbid in March 2017, indicated the work provided by the charity organisations lack quality control and assurance. It is crucial for these organisations to build their technical capacities and raise their standards.

Violence based on gender and against children is not sufficiently addressed by the charitable CSOs. Moreover, communication and advocacy are not utilised by the organisations, which negatively affect their role at the policy level. Participatory advocacy and communication endeavours are essential for building relationships with the community and facilitate collective action for social change and simultaneously influence policy and decision making processes at all levels (family, community, local and national).

The private sector is an important player for improving opportunities and access to jobs for the skilled disadvantaged people and for the disabled categories. The private sector associations and the chambers of Industry and Commerce will be a useful channel for the promotion of the access to the labour market for the vulnerable and disabled categories.

1.1.3 Priority areas for support/problem analysis

The social protection services which the Ministry of Social Development provides do not encompass all people entitled to this protection; the MoSD has limited resources which prevents the correct maintenance of their centres and directorates at the governorates for years. The weak performance and the faltering of the affiliated departments and institutions made it to the news; media outlets have published reports and scandals related to violations of

human rights and the deterioration in the quality of service across nursing facilities for disabled, children and elderly centres.

Moreover, low levels of salaries are detrimental to the quality of social protection services provided by the Ministry of Social Development and hence, undermine motivation of the staff at the Ministry. Field directorates are not adequately equipped and feel excluded from strategies and policies that are placed at the central level. However, the advent of Jordan Vision 2025 has prompted the MoSD to adopt internal steps to address its long-standing challenges to reform its administrative and overstretched infrastructure.

Several factors have been reported by the World Bank, which impacted the Government of Jordan’s safety net in terms of its efficiency and effectiveness, including: (i) an incomplete and somewhat incoherent policy and institutional framework; (ii) overlapping institutional mandates; (iii) fragmentation and duplication of programs; (iv) inefficient and ineffective targeting methods; (v) discretionary and exclusive decision making and weak technical, institutional and human resources capacity resulting in inefficient and ineffective implementation; (vi) weak monitoring and evaluation mechanisms; and (vii) modest use of a management information system (MIS) in managing programs.

Based on these findings, there is a need to improve and strengthen the institutional capacity of the Ministry of Social Development and NAF; for more efficient and effective implementation of the social protection services in the areas of the quality of service delivery, good governance and accountability, the improvement of the monitoring & evaluation (M&E) systems is crucial for assuring a sustainable quality of service and a good relationship between the central and local levels of the MoSD structures.

The Ministry of Social Development needs support in its organisational and operational reforms, transformation of social assistance from a disjoint set of program-specific arrangements to a unified, function-based and client-oriented structure, interconnected through a strong Management Information System (MIS). There needs to be a sound, consistent process established for performing M&E in all departments within MoSD and NAF. The MoSD needs a monitoring system for each department, which should be well-designed and tested but also with trained staff on how to use the monitoring system, including on-the-job training on monitoring and evaluation. Whenever possible and feasible the project will look for synergies between the NAF, targeting Jordanians, and the BNA (the Basic Needs Approach), targeting refugees.

There is a need to support the physical infrastructure to ensure the quality of services being provided. The Ministry of Social Development and its partners are under pressure to respond to the growing demand on social protection, which has been deeply aggravated by the significant number of refugees. It has been difficult for the Jordanian Government to devote enough resources to maintain, upgrade, and most importantly to rehabilitate the centres used for the provision of social protection services. MoSD owns 56 premises around the Kingdom and they are divided according to the following table:

Social Service Centre	# Owned Centres	Social Service Centre	# Owned Centres
Child Protection	2	Persons With Disability Care Centres	21
Human Trafficking	1	Social Services	3

Social Development	20	Beggars Rehabilitation Centre	1
Juveniles	7	Training Centre	1

A considerable number of the aforementioned centres but also some private centres are not complying with the minimal standards for living conditions, physical access to accommodation and internal services. Staff are under-qualified and lacking the needed specialisations. In 2016, the Ministry of Social Development established a joint inspection Committee with CSOs to evaluate the centres and to monitor the living conditions of the beneficiaries. The committee can issue warnings to non-compliant entities and in urgent cases, it can issue closing decisions. Since January 2017, three disability centres have received warnings of which one is undergoing a closing decision.

The social services in Jordan are structured to provide meaningful opportunities for social development and economic empowerment to the disadvantaged segment of the population in order to convert them into productive and self-reliant citizens and promote social equity. Principals of human rights and social justice are fundamental to social work. Throughout its recent past, social work has tried to adapt to changing contexts and social pressures implied by the various refugee crisis that Jordan has witnessed lately.

The number of social workers in Jordan is almost 30,000 of which around 5,000 are working directly in social protection services under the Ministry of Social Development, National Aid Fund and Civil Society Organisations. Social work in Jordan has to adapt to changing organisational structures and to upgrade its capacities and competencies and to take on new roles and responsibilities that meet the ever evolving economic and social transformations in society. Adaptation of social work will be necessary in the future, which will relate to various dimensions, i.e. legal, performance management, regulations and inspection, knowledge, advanced skills and finally the adoption of the work values and code of conduct to enhance the society recognition.

The professionalisation of the workforce in the system is halted by a significant lack of qualifications, skills and capacity to manage the diversified profiles of the target beneficiaries, as well as with mainstreaming gender and human rights. This programme will build an efficient and effective administration that can thus reduce violations and margins of error. There are only 5 qualified social work professors in Jordan, also a gap exists between the needs in the field and the education-delivery at the Universities, and this means that universities need practical input as they are not sufficiently aware of the actual needs from the field, in particular, to develop specialised programs at the university-levels. The only association of social workers is weak and inefficient; it needs support to improve its role in the area of social work while liaising with Centre of Accreditation and Quality Assurance (CAQA) for Technical Vocational Education and Training (TVET) and Higher Education Accreditation Commission (HEAC) for Higher Education accreditation purposes.

Excluding civil society from contributing to policy formulation in the sector means that the government is disregarding the role they can play to advocate for the rights of marginalised groups and workers in the informal sector. Other different CSOs provide various forms of social assistance to the poor, the disabled and the orphans. In recent years, the involvement of the civil society in social protection programs increased due to the state's inability to adequately cover all needs and the incapacity of the different state institutions to reach all segments.

De-institutionalisation is one of the goals of Vision 2025; the indicator on the “number of beneficiaries integrated in their families” indicates for 2017 (3,500) beneficiaries, for 2021, it is (7,000) and for 2025, the target is (8,000). The Ministry of Social Development needs to have proper resources and support to embark on the de-institutionalisation process. It is important to note that MoSD has limited experience in this area; there is neither a clear understanding nor a specific plan for the improvement of implementation in this field.

Involving CSOs in de-institutionalising is imminent; integrating disabled persons with their families and communities according to national and international standards is one example of how civil society can play an active role in the implementation. As such, CSOs should have strategic partnerships with the Ministry of Social Development and HCPWD, especially when working with women, youth and disabled target groups, by using the rights-based approach and gender equality mainstreaming.

CSOs and women-led community based organisations (CBOs) can be supported in enhancing the economic participation of women and other target groups in poverty pockets; they can offer small economic projects to vulnerable groups (male and females) to help them transition from the cash assistance dependency to income-generation. It is suggested that this programme contributes to the integration of the marginalised communities and other vulnerable groups (such as the "Dom" population); to channel support and provide protection to children, especially school dropouts, orphans, children of foreign fighters.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Commitment and access to information	M	Sufficient and fully committed political, financial and human resources as well as continuous and serious management and coordination efforts between all stakeholders are devoted to the project. An MIS system will improve the communication between the MoSD and CSOs with the support of the Technical Assistance. An annual report will be issued based on the upgraded MIS data and will be accessible to all stakeholders and to the large public.
Commitment to gender equality	M	Full commitment at the policy and practical level from the MoSD leadership, midlevel management and frontline staff. The project will support to assure full gender equality in the targeted actions of the programme.
Reluctance of external national stakeholders to create pressure for positive reforms	M	The project's governance structure and steering committee will push for continuing Jordan's commitments to the reforms. The project will also enhance CSOs and the MoSD capacities to

		implement the necessary reforms.
The management of the Ministry of Social Development is reluctant or unable to implement reform and to involve CSOs	M	The action will support and aim at improving reforms in the field of social care. The project will support the capacities of the current joint Commission between the MoSD and CSOs incl. other stakeholders working in the different fields under social protection in order to enhance the advocacy, monitoring and evaluating of social protection floors including the support to the SP dialogue and consensus.
The Ministry of Social Development management is reluctant or unable to design a specific national frameworks and action plan for the Dom people	H	A policy dialogue will be held with MoSD and other stakeholders.
Assumptions		
<ul style="list-style-type: none"> • Jordan's resilience to (regional) challenges persists. • Strong political will for implementing activities in the field of social care. • Jordan`s committed to women rights conventions and the programme should be aligned with EU gender action plan 2016. • Jordanian CSOs are engaged and able to push public institutions for continued political and social reforms 		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

EU experience provides useful insights in the framework of the Europe 2020 poverty target. Member States were encouraged to improve their social welfare systems, set more ambitious targets to reduce the number of people at risk of poverty or social exclusion and ensure those targets can be reached taking into account the gender dimension and the improvement of the social monitoring that assess the performance of social policies and benchmarks the performance of their implementation. In coherence with Jordan vision 2025, these elements have been integrated among the Ministry of Social Development priorities for improving the good governance measures, tools and mechanisms for implementation.

With regard to the project support, the main lessons inspired by the recent EU social protection support are incorporated in the programme as specific objectives and results to be developed and introduced as a key elements in the sector policy dialogue.

Among the lessons learnt from the EU supported action with Handicap International (2013-2015) for more regional and local inclusiveness of the disabled population was that intensive preparatory field work is required, as well as, giving proper balance between field work and office work. It also recommended pre-assessing the areas of intervention and context-specificities to be addressed with disability issues.

Through a Twinning Programme (2014-2015), the EU provided technical support to improve the Ministry of Social Development capacities to develop a social work strategy and an action plan for its implementation. The programme has prepared guidelines and standards for the

professionalisation of social work and highly recommended that future interventions extend support to the social workers and CSOs.

Furthermore, a strategy for the professionalisation of social work was prepared with the support of the Socieux+ Team in 2016; and after refinement, professionalisation of social work was adopted by the Ministry of Social Development as a key priority for the Ministry over the coming months/years and integrated as a component of the proposed support programme.

The current EU Budget Support Programme, "Skills for Employment and Social Inclusion", launched in November 2015, has defined an objective to increase the number of people in education and training and other Active Labour Market Measures (ALMMs), in particular women, youth and people with disabilities and to develop close linkages between the employment, social protection and microfinance services, focusing on disadvantaged groups such as people with disabilities (PWDs), and long-term economically inactive people depending on cash assistance. The main initial finding has shown that NAF is a key stakeholder targeting the disadvantaged people in Jordan and help them access public services (employment, Universities and Vocational Training Centres (VTCs) training programmes).

UNICEF has conducted, on behalf of the EU, a qualitative feasibility study on 2016 on children from marginalised Jordanian minority groups "DOM population" which is roughly estimated between 40,000 and 75,000 people. The EU has a wide experience in supporting and integrating the existing DOM population and can help the MoSD adopt a more inclusive approach to social protection service delivery.

3.2 Complementarity, synergy and donor coordination

In March 2017 a short term EU TA to the Ministry of Social Development has started with the general objective to provide capacity development and technical assistance to the MoSD and to modernise its activities and services building on work already commenced in other key areas.

The Jordan Response Plan (JRP) to the Syria crisis, which also includes a social protection chapter, is actively supported with a variety of projects aimed at relief and humanitarian assistance of Syrian refugees and their host Communities.

Relevant is a 5 year project that USAID has started in 2017 to develop software for a web portal for all services provided by the Ministry of Social Development. In addition, the USAID project is in the process of documenting all Standard Operating Procedures (SOPs) and updating and making them available on the web portal.

The World Bank is currently implementing a project with the Ministry of Planning and International Cooperation on the National Unified Registry and Outreach Worker Programme. The project – which has a budget of USD 10 million - was approved in October 2013 and will run until December 2017. The project objective is to improve the targeting of social safety net programs and to develop an efficient outreach mechanism. The project includes two components: (I) Building and using the National Unified registry for targeting (USD2.5 million); and (II) Piloting the integrated outreach worker programme (IOWP) (USD7.5 million).

According to Government reform to improve the social safety nets (SSNs) system in Jordan, World Bank is currently exploring the possibilities for support in order to anchor the expansion and modernisation of SSNs on the new Social Protection strategy which is expected to be finalised by the end of 2017. The World Bank intervention will be mutual complementing the new EU programme as no capacity building of the Ministry of Social Development and its social care centres are tackled by the WB programme.

Donor co-ordination will be a key factor in the implementation of this action and facilitating donor co-ordination will be a core task entrusted to the implementers of the action. World Bank, the United Nations Children's Fund (UNICEF), USAID and the United Nations Agencies are the main donors in social protection in Jordan.

3.3 Cross-cutting issues

Gender Equality and Violence Prevention: The present project intends to give special focus on women and the mainstreaming of gender equality, not only in guaranteeing women and girls' access to social protection services but also in granting women and girls a voice to actively participate within civil society in the development and monitoring of the sector.

In line with the EU Gender Action Plan (2016-2020), the project will:

- Support women and girls in the realisation and enjoyment of their full human rights through necessary frameworks, which promote and protect the human rights of women and girls; access to services that respond to rights violations (e.g. trafficking and gender based violence); and increased public awareness of the rights of women and girls among the beneficiaries and active members of the civil society;
- Advance the leadership, voice and equal participation of women and girls, as decision-makers in shaping the sustainable development of their societies. Women have a significant impact on the development of their communities when they are engaged in public life and involved in decisions that impact their lives, mainly when it comes to social protection activities;
- Reduce gender inequalities related to access to and control over resources and services, as well as, to development gains, enabling women and girls to have equal access to the social protection services and benefits;
- Mainstreaming gender-equality and right-based approach under all components of this project.

The programme will pay special attention to mainstreaming gender-equality and rights-based approach through the rehabilitation of the centres, the modernisation of the Ministry of Social Development policies and procedures and through the CSO activities. It will pay special attention to mainstreaming gender-equality and women's rights (including Gender based Violence (GBV) and youth rights) and will specifically support the House of Representatives' Committee on Women and Family Affairs through the CSO activities. Gender-based violence and gender budgeting targeting civil society and government representatives at the local level will be taken into consideration in the programme activities even when it will require change in policies, institutional practices and social relations through which disparities are reinforced and sustained.

Inclusion:

The inclusion of the marginalised and vulnerable groups, their interests and their needs in all components of the project is necessary; this is why the intervention will integrate the

'inclusion' principle into the IT infrastructures and to the rehabilitated centres to ensure the accessibility to information and to the care centres and directorates by all groups including juveniles, marginalised populations, children and youth at risk, as well as, persons with disabilities (PWD).

Juveniles are also an important target group which are covered in the feasibility study under the social care infrastructure component. This will ensure protection from any abuse while they access services of the social care.

Under the same principles an all-inclusive approach towards the Dom people needs to be developed in coherence with the National Framework and a specific action plan could be developed and implemented with the participation of Civil Society Organisations. The programme will provide sufficient technical and financial support through the grants scheme to CSOs to integrate different target groups in to social protection services and to involve them in the policy making processes.

Youth Participation and Involvement

CSOs will be supported to provide life skills, coaching, mentorship, psycho-social and awareness programmes, as well as, on-the-job-trainings to enhance youth employability and to support the establishment of small economic projects, including social enterprises by young Jordanians, especially those marginalised and those at risk of succumbing to radicalisation and violent extremism.

Through the assessment workshops carried out by the programme expert in Aqaba, Amman and Irbid, added that the main issue that youth from age 19-29 face in Jordan is the lack of job opportunities. To respond to youth needs, CSOs provided training employability and support for small economic projects. Also, CSOs provide life skills training and awareness programmes to teenagers, however these activities are not sufficient and respond to youth needs.

The project will create a special window to support civil society targeting juveniles, beggars and other vulnerable young people, for trainings, economic empowerment and job opportunities, when age appropriate, by creating and developing small income generating projects that can be managed individually or collectively.

The rehabilitation of the young people will take in consideration a life skills and vocational trainings, which will help them to reintegrate their social and community life and preventing them from being radicalised by extremist groups. At the same time, the project will encourage resilience among the delinquent youth and encourage others to play an active role in their community development.

Beneficiary Accountability and project sustainability

Good governance, quality assurance, monitoring and evaluation and performance management, are all critical to the project's success and the sustainability after the end of project will be highly established. Thus, the intervention will refer to all those topics and their confirmation as prerequisites for the project's success.

To ensure sustainability of youth and women economic empowerment and self-employed projects, CSOs shall provide training and coaching support to youth and women in preparing projects feasibility studies, promotion and marketing plans. Same developmental and right

based approach shall be used in working with persons with disability and other vulnerable groups such as the DOM population.

Environment Protection and special consideration to the climate change

Environment is a crosscutting issue and should be taken into consideration by inline ministries, CSOs and private sector when designing, developing and implementing projects.

Due to the effects of climate change, shortage of water and low quality, the proposed project activities encourage the local partners and the line ministries involved in this project to use:

- Solar energy;
- Grey water management/ reuse in some small-scale irrigation use after a low-cost filtering for the forestation of the dry area in the targeted rehabilitated Centres.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG target(s) 1, 10 and 16, but also promotes progress towards Goal 5. This does not imply a commitment by the Government of Jordan benefiting from this programme.

The overall objective is to contribute to support social sector reforms and the development of an equitable and inclusive society in Jordan through the improvement and modernisation of the quality and performance of the social protection system.

The specific objectives are:

SO1: To enhance the physical environment to comply with the international standards of access to social protection services, to develop an integrated enabling sector policy, legal and institutional environment for a social protection systems reform.

SO2: To support the de-institutionalized process with the involvement of CSOs and families and upgrade the quality of social work service delivery, by building the capacities of the institutions, workers and educational facilities to deal with the increasing demands on social protection services and the diversified profiles of target groups, including women, disabled persons and the most vulnerable groups.

SO3: To strengthen the capacities and the roles of Civil Society Organisations as actors in the development, service-delivery and monitoring and evaluation of social protection and to support their participation as contributors to the development of the quality of life of the disadvantaged and vulnerable categories among which are women, persons with disabilities, youth, persons with disability and DOM population target beneficiaries.

The key outputs/results by specific objective are presented below:

Under Specific Objective 1 (SO1) the expected results are as follows:

Result 1.1: A Social Protection Strategy is approved and effectively implemented as regards coordination, operational research and good governance practices;

Result 1.2: Monitoring and Evaluation-based performant Management Information Systems are developed;

Under Specific Objective 2 (SO2) the expected results are as follows:

Result 2.1: Professionalised social workers supporting the quality of service delivery of the Ministry of Social Development, NAF and CSOs are trained and specialised in cooperation with Universities and Vocational Education centres through accredited programmes;

Result 2.2: De-institutionalised targeted social care centres for persons with disabilities and supporting the integration of their families in to the new system are implemented;

Result 2.3: Capacities, curricula and guidelines of Universities and quality assurance and accreditation institutions of Higher Education and Vocation Training including social workers association are improved

Result 2.4: Rehabilitated Ministry of Social Development care centres that comply with human rights, inclusion and international standards of accessibility to care centres.

Under Specific Objective 3 (SO3) the expected results are as follows:

Result 3.1: The role of CSOs as actors is enhanced and their involvement in the policy design in the social protection sector is supported;

Result 3.2: Social protection services are delivered in a more inclusive manner, reaching the rural and urban poor with the protection of vulnerable groups against shocks is enhanced;

Result 3.3: Economic independence of women, youth, persons with disabilities and other target groups is supported through CSO and Non State Actors programmes;

Result 3.4: Improvements in delivery capacity and innovation within civil society and academia pilot programmes are implemented;

4.2 Main activities

Result 1.1: Good governance practices are promoted and institutionalised; research and Social Protection Coordination Structures are developed and implemented are established;

Activity 1.1.1: Support to the implementation of the social protection Strategy Action Plan 2016-2021 with a coherent social protection legal framework including new provisions on de-institutionalisation

Activity 1.1.2: Support analysis and research and the establishment of national and international linkages for learning and lesson sharing;

Activity 1.1.3: Establish inter-ministerial and intra-institutional framework(s) to discuss policy and cross-cutting issues;

Result 1.2: Monitoring and Evaluation-based performant Management Information Systems are developed;

Activity 1.2.1: Develop a national M&E system and building data linkages with allied sectors to ensure Quality Assurance, specifically with NAF, Ministry of Labour and CSOs;

Activity 1.2.2: Develop capacities of MoSD, NAF and CSOs staff capacities at central and regional levels through intensive trainings based on a new M&E guidelines and procedures;

Activity 1.2.3: Provide support to the creation of the new MoSD M&E Unit.

Result 2.1: Education and responsibilities of social work is professionalised with cross-faculty cooperation with Universities as well as with Vocational Education centres through accredited programmes;

Activity 2.1.1: Develop standards of work descriptions for social worker in Jordan including participatory audits at the central level and in the governorates;

Activity 2.1.2: Develop capacities of social workers on individual case management and on labour inclusion of disadvantaged groups;

Activity 2.1.3: Provide support to enhance the reputation, capacities and the role of the Social Work Association and its cooperation with Universities.

Result 2.2: De-institutionalising targeted social care centres for persons with disabilities and supporting the integration of their families in to the new system is implemented;

Activity 2.2.1: Support the development of the de-institutionalisation process and to its related action plan;

Activity 2.2.2: Provide technical support to HCPWD and MoSD to develop and implement a de-institutionalisation pilot experience based on 5 Social Care Centres for persons with disabilities.

Result 2.3: Capacities, curricula and guidelines of Universities and Vocational Training Centres and quality assurance and accreditation institutions of Higher Education and Vocation Training including social workers association are improved.

Activity 2.3.1: Develop cross-faculty curricula and programmes with universities and as well as training standards with vocational training centres on specialisation in social work based on the national standards of accreditation;

Activity 2.3.2: Develop a comprehensive chart for Social Work profession in relationship with the main stakeholders.

Result 2.4: Rehabilitated MoSD care centres that comply with human rights, inclusion and international standards of accessibility care centres are improved.

Activity 1.3.1: Rehabilitate targeted social care centres and their accommodation facilities in terms of abolishing barriers to access the facilities and information for persons with disabilities, women and vulnerable groups, including the access to class rooms and training spaces, water and energy services; preparing the infrastructure for the de-institutionalisation of services

Result 3.1: The role of CSOs and DPOs as actors is enhanced and their involvement in the policy design in the social protection sector is supported;

Activity 3.1.1: Develop capacities within the Ministry of Social Development on designing holistic Youth, Women and PWD Employment programs inspired by the EU Youth Employment Guarantee scheme;

Activity 3.1.2: Develop the capacity of human rights of CSOs and other social protection charities and CBOs in the fields of human rights-based approach, gender based violence, mainstreaming and monitoring and evaluation;

Activity 3.1.3: Support the role of civil society in advocacy and in the framework of the joint MoSD - Civil Society committee and with relevant Parliament sub-committees;

Result 3.2: Social protection services are delivered in a more inclusive manner, reaching the rural and urban poor with the protection of vulnerable groups against shocks is enhanced;

Activity 3.2.1: Support the accreditation of civil society's social services accreditation associated with a better access to funding & insurance services,

Activity 3.2.2: Support civil society to implement grievance systems and other rights-protection mechanisms;

Result 3.3: Economic independence of women, youth, persons with disabilities and other target groups is supported through CSO and NSA programmes;

Activity 3.3.1: Support civil society to provide social mentorship to youth, PWDs and women

Activity 3.3.2: Support NSAs to establish business leadership networks for persons with disability;

Activity 3.3.3: Support CBOs in the establishment of economic opportunities, social enterprises and other innovative income-generating activities that can help integrate vulnerable groups in the economy;

Result 3.4: Improvements in delivery capacity and innovation within civil society and academia pilot programmes are implemented;

Activity 3.4.1: Establish the Innovations and Research Challenge Fund for Social Protection targeting social workers, civil society and university students.

4.3 Intervention logic

The support to social protection will be built on both a systemic and right based approach of capacity building, good governance and an enhanced quality of service delivery. This approach is favoured in order to impulse a global dynamic of change based on the new social protection strategy and policy reforms including the poverty reduction strategy, social pressure and challenges with a concern to develop a coherent approach of EU intervention based on the 3 main interlinked components identified for the programme.

To work towards modernisation, technical institutional assistance and capacity building will be provided to the relevant Ministries (Ministry of Social Development, Ministry of Planning, etc.), inter-ministerial structures in the areas of policy formulation, law development, quality of service delivery, good governance, M&E to MoSD and NAF and the management information system. The second sub component of this modernisation process will be dedicated for the rehabilitation of 86 social care centres in which 56 owned buildings and the 30 long-term rented buildings in urgent need for intervention. The main objective of this rehabilitation is to ensure the removal of any barriers to access the centres according to international standards and for improving the efficiency and accuracy of service delivery. The IT component will be achieved through the provision of IT equipment and networking solutions for better circulation of information and database management.

The professionalisation of social workers is the main focus and the value added of the intervention in terms of upgrading the status, qualifications and competencies of these categories of the Ministry of Social Development and CSOs staff through a highly accredited and certified education and diversified specialities and programmes in close cooperation with Universities. This transversal component will generate a qualitative leap in the provision of a quality of service delivery in the area of social protection in Jordan. This component will be assured by the support of a long term technical assistance.

As for civil society, this component will be implemented by providing technical and financial assistance directly to CSOs to implement actions in the domains of planning, management and accountability, M&E, coalition building, joint advocacy, contribute to policy-making and lobby, private and public partnership (PPP) management and human rights.

The synergies between the 3 components are the key strength of the proposed action. The implementation duration of the action will be 48 months so as to cover the full implementation planned under the 3 components. The action will be implemented by a team of in-country based long-term experts, with an overall team leader responsible for co-ordination and common support functions to each of the components.

5 IMPLEMENTATION

5.1 Financing agreement

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

5.2 Indicative implementation period

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

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

5.3 Implementation modalities

5.3.1 Indirect management with a Member State

All activities, except IT supplies and rehabilitation works, may be implemented in indirect management with a Member State Agency. Three agencies expressed interest in the project, Northern Ireland Co-operation Overseas (NI-CO), French International Technical Cooperation Agency (Expertise France) and the Dutch Ministry of Foreign Affairs in association with the Netherlands Organisation for International Cooperation in Higher Education (NUFFIC) and in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

NI-CO has shown an interest for this action in line with its international experience in social protection services, in particular as the lead implementing partner of a twinning project with the Ministry of Social Development in Jordan between 2013 and 2015.

Taking into consideration their joint expertise in the field of social protection, NI-CO and Expertise France could develop a complementary and coherent partnership for the implementation of this programme. Expertise France has developed a solid experience in the field of Social Protection in North Africa and is currently managing the EU funded Socieux+ programme. NI-CO has supported MoSD through a twinning project in Jordan in the field of social protection, institutional capacity building and support to CSOs while NUFFIC has gained experience in the area of Higher Education for Syrian refugees. This implementation

entails capacity building activities under components 1, 2 and 3 as well as an additional intervention for further financial assistance to local CSOs.

The entrusted entity would carry out the following budget-implementation tasks: management of procurement, grant award procedures and grant contracts.

If negotiations with one of the NI-CO and Expertise France entrusted entities fail, that part of this action could be proposed for negotiation with Dutch Ministry of Foreign Affairs in association with NUFFIC to be implemented in indirect management in accordance with the implementation modalities identified in sections 5.3.1.

5.3.2 Indirect management with an international organisation

A part of this action will be implemented in indirect management with the **United Nations Office for Project Services (UNOPS)** in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails, in accordance with Component Specific Objective 3, the rehabilitation of those care centres owned by the Ministry of Social Development and those rented (on lease of a duration of 99 years) but in urgent need of rehabilitation (a preliminary study will be carried out to determine the needs) to make them comply with international standards of accessibility.

The UNOPS confirmed its commitment to implement part of the activities foreseen under Component 1-SO1 (rehabilitation and IT supply). The UNOPS is considered by the Government of Jordan as a trusted implementer thanks to the positive experience of previous interventions. It is expected that, given the specificities procurement procedures and regulations for public works in Jordan, this will facilitate the implementation of activities under this programme in due time.

The entrusted entity would carry out budget-implementation tasks. The UNOPS, as pillar assessed organisation will be delegated the procurement of services for the individual rehabilitation needs assessment, procurement of supplies and works, signature of services, supply and works contracts, execution of payments, audit and evaluation.

5.4 Scope of geographical eligibility for procurement and grants

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

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

5.5 Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
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5.3 Total	18,000,000	
Indirect management with International Organisation: results 1.2 and 2.4	6,000,000	
Indirect management with Member State: all results except 1.2 and 2.4	12,000,000	700,000
– Evaluation, 5.09 – Audit	500,000	NA
– Communication and visibility	500,000	NA
Contingencies ⁹	1,000,000	NA
Total	20,000,000	700,000

5.6 Organisational setup and responsibilities

The programme will be organised around one overall Project Steering Committee (PSC), which will take leadership of the process of cooperation and implementation of all its activities. In addition, the PSC will seek to establish sustainable change. It will endorse strategic orientations, oversee programme execution, and facilitate implementation of the activities. The Steering Committee will cover the 3 Components. Technical Committees could be established under each of the three Components which could include direct input from Governorates. The Steering Committee will be chaired by the Ministry of Planning and International Cooperation. Members will be the Secretary General (SG) of the Ministry of Social Development SG of Ministry of Youth, SG of MoPPA, director of the Jordanian National Commission for Women (JNCW), SG of the Civil Service Bureau (CSB), 3 representatives of the Civil Society and representative(s) of the EU Delegation as observer(s).

A Project Management Team (PMT) will be established, which will be located at the Ministry of Social Development headquarters in Amman, directly under the supervision of the SG of the MoSD. The PMT will consist of a Project Director, appointed by the MoSD, three Key experts, for each Component one and headed by a Team Leader. The Ministry of Social Development may appoint additional Ministry staff to the PMT to enhance knowledge transfer from international expertise and contribute to sustainability strengthening.

The PMT will prepare an orientation package, plan the sequence of implementing activities, organise, develop and implement activities to support establishing commissioning groups within pilot governorates of Jordan on a phased basis during 48 months. The PMT will promote buy-in among the stakeholders and address issues of acceptance of proposed changes, disseminate learning from earlier pilot projects across all governorates and transfer of experience and learning to the national level (National Project Steering Group).

For the infrastructure component the PMT in close coordination with UNOPS will be responsible for the design of the project and the preparation of the tender document which will be submitted to the Project Director and put out for bid by UNOPS. The TA engineer will

⁹ Consider that contracts where no financing agreement is concluded, contingencies have to be covered by individual and legal commitments by 31 December of N+1.

participate on the committee in the evaluation of bids, selection of contractor(s) and awarding the contract.

5.7 Performance monitoring and reporting

Successful policy implementation requires facilitating policy development and monitoring its implementation progress as well as measuring outcomes in terms of socio-economic developments. A transparent performance tracking process is needed along with progress reports, which are issued by the Government and its implementing entities as prerequisites for periodic updating and revision to reflect political, economic and social developments.

The day-to-day technical and financial monitoring of the implementation of this action and the projects resulting from a call for proposals will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators (for budget support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

5.8 Evaluation

Having regard to the importance and nature of the action, a mid-term and final evaluations will be carried out for this action or its components via independent consultants. The mid-term evaluation will indicatively be carried out by the end of 2019 for problem solving and for learning purposes, in particular with respect to adjusting the action to political developments in Jordan. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision). The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project. Indicatively, two contracts for evaluation services (mid-term and final) shall be concluded under a framework contract in 2019 and 2021.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements. Indicatively, four contracts for audit services shall be concluded under a framework contract in 2019 and 2021.

Certification of expenditure will have to be submitted as part of the contracts implementing this decision. Evaluations of the results achieved by some of the projects financed under this Decision may be conducted by external experts entrusted by the Commission, along with external audits on the initiative of the Commission, if necessary. These evaluations and audits will be funded from the programme budget.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. Component 1 (CSO activities, infra structure support to Social Protection Centres and public offices) will be a good opportunity for EU visibility.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation, streamlined within the overall Delegation's Communication and Visibility Plan, and supported with the budget indicated in section 5.4. In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

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

The partner Country with the support of EU will prepare a communication strategy and an action plan for the duration of the project and will develop a proposal of a communication campaign in consultation with all stakeholders to raise awareness and to promote social protection services to the disadvantaged families and the marginalised categories of the population in the main governorates. Another objective of the campaign is to raise awareness of the EU support and to contribute to the rider EU image campaign in Jordan. Indicatively, one contract for communication and visibility activities shall be concluded under a service contract in 2018.

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)¹⁰

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To contribute to support social sector reforms and the development of an equitable and inclusive society in Jordan through the improvement and modernisation of the quality and performance of the social protection system.	<ul style="list-style-type: none"> - % resources allocated by the government directly to poverty reduction programmes - Increase in the HDI Score - % increase in social expenditure (aggregate, by branch and by individual programme) - Proportion of 	<ul style="list-style-type: none"> UN Jordan SDGs KE indicators 2015 2,4% of GDP in 2014, World Bank data - To be 	<ul style="list-style-type: none"> 2021 is 30% 2021 is 0.785 (Vision 2025 page 116) As % of GDP As % of GNI As % of net national income As % of total government expenditure - To be 	<ul style="list-style-type: none"> (Vision 2025 page 116) Jordan Human Development Reports of 2018, 2019, 2020, 2021 World Bank reports generated from data gathered from MoSD and institutions responsible for social protection schemes 	

¹⁰

Indicators will be further refined when establishing the Financing Agreement.

		population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work injury victims and the poor and the vulnerable	established during inception phase	established during inception phase		
Specific objective(s): 1, 2 and 3 Outcome(s)	<p><i>Component 1: Enhance policy and governance of social protection</i></p> <p>- To enhance policy and governance of social protection, by helping to develop a coherent social protection policy and strategy, to build coordination, and to strengthen the M&E and reporting functions at MoSD, its partners and at care centres;</p> <p><i>Component 2: Professionalise social work</i></p>	<p>- Existence of a National Social Protection strategies</p> <p>- # of legislation governing the sector of social protection passed that have been developed, updated, revised, aligned and integrated in to the international conventions</p> <p>- SP strategy action plan 2016-2021 prepared and agreed by the main stakeholders'</p> <p>Annual increase of total beneficiaries and users of the social protection programmes who have good access to well-maintained centres/offices/directorates in the urban., pre-urban and rural</p>	<p>Jordan Poverty Reduction Strategy 2013-2020</p> <p>To be provided by implementer</p> <p>-</p> <p>75,000 families 2015</p>	<p>2021 is 25</p> <p>Action plan approved by the MoSD</p> <p>5,000</p>	<p>Government reports from MoSD and NCHR (Vision 2025 page 116)</p> <p>Budget fiscal law report of MoSD for year 2018</p> <p>(rehabilitation of 56 owned centres and</p>	<p>Factors outside project management's control that may impact on the outcome-impact linkage.</p> <p>National budget constraints</p>

	<p>- To professionalise social work, by building the capacities of the institutions, workers and educational facilities to deal with the increasing demands on social protection services and the diversified profiles of the target groups;</p> <p><i>Component3: Strengthen the role of Civil Society Organisations as actors in social protection</i></p> <p>- To strengthen the role of Civil Society Organisations as actors in the development, monitoring and evaluation of social protection policies and to support their role as contributors to the development of the quality of life of target beneficiaries</p>	<p>areas</p> <p>Number of persons receiving no programme or % of beneficiaries receiving one or more different programmes</p> <p>Average monthly payment rates per benefit recipient (by programme)</p> <p>Proportion of population living below the international poverty line, by sex, age, employment status, disability and geographical location (urban/rural).</p>	<p>14.4% World Bank and DOS data 2010</p> <p>To be provided by implementer</p> <p>8% DOS 2017</p>	<p>80,000 in 2019; 85,000 in 2020; 90,000 in 2021</p> <p>To be provided by implementer</p> <p>18% in 2018; 17% in 2019; 16% in 2020 15% in 2021</p>	<p>30 long-term leased centres with an average of)</p> <p>World Bank Social Protection expenditure and evaluation Database (SPeeD); multilateral and other institutions such as ILO;</p> <p>(Performance indicators) nationally representative household survey data NAF and Tikyet Um Ali Data</p>	
Outputs	<p><u>Component 1: Enhance policy and governance of social protection</u></p> <p><i>Result 1.1: Good governance practices are promoted and institutionalisation, research and Social Protection</i></p>	<p>Number of research papers social protection floors in Jordan;produced and published.</p> <p>Proportion of grievance</p>	<p>1 (by Phoenix Centre)</p>	<p>3 by 2020; 5 by 2021.</p>	<p>MoSD research department, Phoenix Centre.</p>	

	<p>Coordination Structures are established;</p> <p><i>Result 1.2:</i> M&E-based performant MIS are developed;</p> <p><i>Result 1.3:</i> Owned or long term-rented care centres by MoSD are rehabilitated based on international standards of accessibility;</p>	<p>and redress cases raised/solved under the social cash transfer programme recorded in the MIS</p> <p>Number of new Services provided according to approved standards and MoSD measures</p> <p>Number of social protection programmes in the country</p> <p>Number of governorates Social protection reports submitted the joint commission and published</p> <p>utilising the single registry</p> <p># of centres rehabilitated</p> <p># of centres accessible-barrier free</p>	<p>To be provided by implementer</p> <p>To be provided by implementer</p> <p>To be provided by implementer</p> <p>MoSD Social Protection annual consolidated report published</p> <p>86 (identified for rehabilitation) 20 (identified)</p>	<p>All MoSD partners utilise a single registry</p> <p>2021 is 50</p> <p>To be provided by implementer</p> <p>100%</p> <p>100%</p>	<p>(Vision 2025 page 116)</p> <p>All 56 buildings among the owned by MoSD and 30 urgent unowned centres are fully accessible and rehabilitated;</p>	<p>EU has the capacity through TA to make the auditing Engineering team of MoSD contributes in the supervision</p>
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	<p><u>Component 2: Professionalise social work</u></p> <p><i>Result 2.1: A stronger social protection system, with professionalised capable social workers supporting the developmental role for MoSD and relevant Non-State Actors (NSAs) is established;</i></p> <p><i>Result 2.2: De-institutionalising care centres and supporting the integration of their social workers in to the new system is implemented;</i></p> <p><u>Component3: Strengthen the role of Civil Society Organisations as actors in social protection</u></p> <p><i>Result 3.1: The role of CSOs as actors is enhanced and their involvement in the policy design in the social protection sector is supported;</i></p>	<p># of social workers who have occupation licenses</p> <p>% of referred cases of gender and sexual based violence against women and children that are investigated and sentenced (SDG 5.39)</p> <p>Number of beneficiaries of alternative care programs</p> <p># of social workers qualified and trained in the SP sector specialisations (University degree/ certified training)</p> <p># of beneficiaries of social protection services integrated in their families</p> <p># of associations working in SP that exchange data and info among each other</p> <p>Share of persons with severe disabilities who receive a regular</p>	<p>250</p> <p>To be provided by implementer</p> <p>To be provided by implementer</p> <p>0</p> <p>0</p> <p>To be provided by implementer</p>	<p>500</p> <p>To be provided by implementer</p> <p>2021 is 1200</p> <p>300 in 2019; 500 in 2021.</p> <p>2021 is 7000</p> <p>2021 is 60</p>	<p>(Vision 2025 page 116)</p> <p>MoSD and academic institutions data</p> <p>(Vision 2025 page 116)</p> <p>(Vision 2025 page 116)</p>	
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	<p><i>Result 3.2: Social protection services are delivered in a more inclusive manner, reaching the rural and urban poor with the protection of vulnerable groups against shocks is enhanced;</i></p>	disability benefit				
		Share of persons above retirement age that benefit from an old-age pension	To be provided by implementer	10% in 2018; 15% in 2019 20% in 2020 25% in 2021	HCPWD Data and reports.	
		Share of families with children that receive support	To be provided by implementer	5% in 2018; 10% in 2019 15% in 2020 20% in 2021	Social Security Directorate data and reports;	
		Ratio of female to male who have benefitted from Vocational Education and Training / Skills development and other active labour market programmes with EU support (EURF)**	To be provided by implementer	10% in 2018; 15% in 2019 20% in 2020 25% in 2021		
	<p><i>Result 3.3: Economic independence of women, youth, persons with disabilities and other target groups is supported through CSO and NSA programmes;</i></p>	Number of people who have benefited from VET/skills development and other active labour market programmes with EU support** ¹¹	30%	50% in 2021	Skills for Employment budget support programme	
		N# of women accessing	1830	2500 in 2021.		

¹¹ Employment and social protection Indicator Level 2 in EURF

	<p><i>Result 3.4: Improvements in delivery capacity and innovation within civil society and academia pilot programmes are implemented;</i></p>	<p>EU supported community level, (micro-) financial services (EURF)</p> <p>Proportion of project beneficiaries satisfied with project Interventions</p> <p># of community responsibility initiatives supported by the private sector</p>	<p>120</p> <p>To be provided by implementer</p> <p>Data is not available, to be provided by implementer</p>	<p>500</p> <p>90%</p> <p>2021 is 72</p>	<p>Implementation and performance reports.</p> <p>List of beneficiaries segregated by sex</p> <p>List of CSOs involved</p> <p>(Vision 2025 page 116) Opinion survey to grantees</p>	
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This action is funded by the European Union

ANNEX 4

of the Commission Implementing Decision on the Annual Action Programme 2017 (Part 2) and 2018 (Part 1) in favour of the Hashemite Kingdom of Jordan to be financed from the general budget of the Union

Action Document for EU support to the Rule of Law in Jordan

1. Title/basic act/ CRIS number	Support to the Rule of Law in Jordan, CRIS number: 2017 / 040-548 financed under European Neighbourhood Instrument			
2. Zone benefiting from the action/location	The Hashemite Kingdom of Jordan			
3. Programming document	Annual Action Plan 2017 / Single Support Framework 2017-2020			
4. Sector of concentration/ thematic area	Single Support Framework 2017-2020, 2 nd Focal sector "Strengthening the rule of law "	DEV. Aid: YES		
5. Amounts concerned	<p>Total estimated cost: EUR 50,000,000</p> <p>Total amount of EU budget contribution EUR 50 million of which EUR 40,000,000 for budget support and EUR 10,000,000 for complementary support.</p> <p>The contribution is for an amount of EUR 18 million from the general budget of the Union for 2017 and for an amount of EUR 32 million from the general budget of the Union for 2018, subject to the availability of appropriations following the adoption of the relevant budget.</p>			
6. Aid modalities and implementation modalities	<p>Budget Support</p> <p>Sector Reform Contract</p> <p>Indirect management with Agence Française de Développement (AFD), The Spanish Cooperation Agency for International Development (AECID), and the United Nations Office on Drugs and Crime (UNODC)</p>			
7 a) DAC code(s)	15130 - Legal and judicial development			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X

	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	N/A			
10. SDGs	Main SDG Goals: 16 (16.3 and 16.6) Secondary SDG Goal: Goal 10			

SUMMARY

In December 2016 the EU-Jordan Association Council adopted the EU-Jordan Partnership Priorities and the annexed Compact (2016-2018).¹ The priorities identified are reflected both in the Single Support Framework and in the Annual Action Programme (AAP) 2017 of which this action is part.

Within the AAP 2017, this action specifically addresses support measures to assist the Government of Jordan in enhancing the rule of law, justice and security by upholding democratic principles, in particular the principles of separation of powers, right to a fair trial and access to justice.

This action will address the main challenges identified in the Justice Reform Sector Strategy 2017-2021, including: limited access to justice due to lengthy procedures and limited supply of governmental legal aid; coordination, policy dialogue and interoperability between the judicial and security actors; and the capacity and effectiveness of administration, management and infrastructures. To tackle these issues and provide a coherent reform framework the action will support the work of different actors, including the Ministry of Justice and the Ministry of Interior through a Budget support and Civil Society Organisations (CSOs) mainly through complementary measures.

1. CONTEXT

1.1 Sector/Country/Regional context/Thematic area

In spite of the difficult international and regional context, the country embarked on a wave of major reforms in recent years, including amendments to the Constitution, the establishment of a Constitutional Court and an Independent Election Commission. Parliamentary elections were held in September 2016 while new elections at local level, including governorates and municipalities, are

¹ Council decision 52016JC0041

scheduled in the summer 2017. Significant steps have been taken to pass a series of **major reforms supported by EU funding**, including on Judicial Independence Law and the Juvenile Law.

While these reforms contributed to stability and security in the country, events in the region have added pressure on Jordan's rule of law, security, economy and growth prospects. Regional turmoil has brought down growth levels to less than half their ten-year average, foreign investments continue to drop to their lowest point since 2005, while unemployment levels, especially amongst youth and women are on the rise – accompanied on the other hand by a general very high increase of the costs of living, as a result of the large number of refugees that have moved to Jordan in search for a shelter.

The justice sector in Jordan has faced numerous challenges since the beginning of the Syria crisis. According to the 2015 census, there are now ca. 1,3 million Syrians living in Jordan, out of which ca. 630,000 registered as refugees. However, over 80% of the total Syrian population resides outside camps, i.e. in host communities: approximately 171,000 in Amman, 140,000 in Irbid and 156,000 in Mafraq. While violence and criminality levels in Jordan are low, data provided by the Public Security Directorate (PSD) shows that the northern region has witnessed an increase in criminal acts, assaults, and proliferation of small arms. As of July 2017 the Ministry of Justice has registered 6,551 cases involving Syrian refugees, compared to 10,783 in 2016. The increased caseload involving Syrian refugees has pushed the courts beyond their technical and operational capacities, negatively impacting their performance and reducing their ability to ensure a fair trial. In general, the Judicial system in Jordan is facing the challenge of an increased number of registered cases which reached 333,493 by the end of 2016, and 178,838 by the end of first half of 2017 according to the Ministry of Justice with a total number of judges which reached a total of 970 in 2016 (180 female, and 790 male judges).

In this **context of social stress and turmoil**, the justice sector is therefore considered an urgent priority for the reform agenda. Although Jordan ranked 42 out of 113 countries, rising seven positions in the 2016 in the World Justice Project Rule of Law Index, as a matter of fact the sector features structural difficulties that hamper access, timeliness and fairness of justice, and has a legal and regulatory framework that still need further reform and modernisation to meet international standards. This has been emphasised in several speeches by Her Majesty, who promoted the creation of a Committee to review the existing legal framework. The Committee, composed by senior judges, prosecutors, Members of the Parliament and legal experts, worked for one year and in February 2017 produced a report containing a large number of recommendations, including the need for new legislation. The ambitious legislation package consisting of 16 inter-related laws has been endorsed by the Government and sent to Parliament for approval. 4 laws of this package have been already formally adopted in July 2017.

In the current context security and stability are the other key assets for Jordan. Consequently, the national security actors have been allocated broad competences to ensure efficient and effective protection of the population. Their challenge today is **to achieve effective results while integrating new obligations in terms of transparency, accountability and coordination**; and to adjust their working methods in line with good governance, rule of law principles and the protection of human rights and fundamental freedoms. Rights which are at stake in the sector include mainly the right to a fair trial, use of alternatives to imprisonment and improved reintegration into society without religious, national or gender discrimination.

1.1.1. Public Policy Assessment and EU Policy Framework

The EU support to the Justice sector in Jordan started in 2007/2008, contributing to strengthen the ongoing process of modernisation, with **positive results** in terms of fostering institutional and operational independence, capacity building for judges, infrastructure and access to governmental legal aid. The ongoing budget support (BS) programme also contributed to enhance the institutional capacities of the Ministry of Justice which, also through capacity building, technical assistance and trainings acquired a stronger ownership on the national strategies and reform processes.

Rule of law and Security have been identified as key priorities for the **EU intervention in the country with the Partnership Priorities** which were signed last June, making continued support to the reform of the Justice sector with a focus on criminal justice, all the more relevant. The first of the identified four priorities refers to cooperation in foreign and security policy, while the fourth aims at strengthening good governance, the rule of law, access to justice, continuous democratic reform and human rights. The Single Support Framework 2017-2020 also identifies strengthening the rule of law as one of the three key priorities, together with i) upgrading border management and preventing violent extremism and ii) enhancing Jordan's social and economic development. The EU policy framework in the sectors includes the Joint communication of July 2016 on "Elements for an EU-wide strategic framework to support security sector reform" as well as the Human Rights and Democracy Action Plan, which objectives 4,5,6 and 7 are all the more relevant to the Action.

The **existing National Strategies** in the Justice sector are grouped around the Vision 2025, the National Plan for Human Rights 2016-2025, the Justice Sector Reform Strategy 2017-2021 (JSR) and the Criminal Justice Strategy 2017-2019. Included in the JSR Strategy 2017-2021 are three sectoral strategies – Ministry of Justice Strategy, Judicial Council (JC) Strategy, and Judicial Training Institute (JTI) Strategy.

Jordan is committed to achieve the Sustainable Development Goals (SDGs) set in the **UN Agenda 2030 on Sustainable Development**. This Action is in line with SDG 16, and in particular 16.3 "to promote the rule of law at the national and international levels and ensure equal access to justice for all"; and 16.6 "to develop effective, accountable and transparent institutions at all levels of government". The Jordanian commitment to Agenda 2030 allows to complement the national strategies and to provide a useful reference for setting up clear indicators in line with the county's international commitments.

Jordan's, Justice Sector Reform Strategy 2017-2021 together with the Criminal Justice Strategy, will be the basis for EU intervention and support to the area of Justice and Security, however other government papers are extremely relevant for this nexus. Judicial reform is echoed proactively in a number of publicly-available documents, while policies pertaining to security are not publicly available. This poses a challenge which the Action is overcoming focussing on law enforcement agencies and Departments in the Ministry of Interior which are closely linked to the justice chain and its strategies.

The JSR Strategy 2017-2021 **provides the main objectives and timeframe for successfully reforming the justice sector** and addresses the crucial improvements, developments and reform needed in order to obtain a well-functioning judicial system. The aim of the Strategy is to strengthen judicial independence, to support and institutionalise the policy dialogue that contributes to a more efficient judicial system by introducing structural changes, simplifying the procedures and improving the IT infrastructure of the courts. The Strategy builds upon the JSR 2014-2017, enhancing the reporting and monitoring phase. An Action Plan is annexed to the JSR and operational plans with a financial breakdown are issued annually. The implementation of the plan is

monitored by a Budget Committee chaired by the Secretary General of the Ministry of Justice and including also the Judicial Council and Judicial II.

Jordan's Criminal Justice Strategy (approved in 2013), was developed to cover the complete cycle of criminal justice procedures, through the objectives of reducing crime and increasing public safety and confidence in the criminal justice system; increasing the efficiency and effectiveness of investigation and trial procedures in order to ensure fairness; and increasing the effectiveness of rehabilitation and punishment measures for offenders in line with best international practice and research findings. The Strategy is credible and relevant. The strategy was approved in November 2013, but a comprehensive and proper implementation only started in the second half of 2015. This is also reflected in the budget reserved for this strategic program within the Ministry of Justice: only 125.000 JoD in 2014, 90.000 in 2015 and 150.000 in 2016 (see the General Budget Laws for those years). In the initial phase each of its priorities was addressed through a different platform and committee, making the implementation of the strategy a cumbersome and difficult exercise. Following the new momentum for reforms and based on the assessment report, the National Committee for Criminal Justice (NCCJ) launched, in line with the recommendation, an initiative to revise, update and implement the criminal justice strategy which has been revised and its lifespan extended to 2019.

The institutional capacity of the Ministry of Justice positively grew along the implementation of the current Budget support programme.

The above documents are all encompassed and articulated in the recently enacted Royal Recommendations which set the priorities and timeframe for any intervention in the sector, providing also legislative texts and **a strong new momentum for reform**. The report recommends four key priorities, i.e. i) independence of judges and the judiciary, ii) modernising and developing the management of the judiciary, iii) modernising and developing criminal justice and enforcement of decisions, iv) modernising and developing civil case procedures and enforcement.

The ownership and commitment to this document has been recently strengthened after the government **endorsed 14 draft laws and bylaws in April**, contained in the recommendations and sent it to the Parliament for approval. An extraordinary session of the Parliament has been opened on 4th July and this resulted in the approval of several key pieces of legislation among which the new Penal Code with the **abolishment of Article 308** which marks an important step forward after years of campaigning from CSOs and the international community. The article allowed pardoning rape perpetrators if they married their victims and stayed with them for at least three years, provided the victim was between 15 and 18 years old.

This positive momentum for reforms is producing an intense workload and a number of activities which translates into a constantly evolving sector strategy framework.

1.1.2. Stakeholder analysis

The **Ministry of Justice** will be the main stakeholder of the proposed action. Being the judiciary's executive arm, one of its main roles is to provide the judiciary with technical and financial support as well as providing logistics. The sector has always been characterised by some cultural conservatism and a high turnover of SGs and Ministers but long-term cooperation with international donors such as the EU and the United States (US) have highly increased the openness and willingness to reform. The European Union Delegation in Jordan has an ongoing dialogue with the Ministry of Justice, which has fed the analysis made in this document. Donors meeting are

organised regularly and at least bi-annually by the Ministry of Planning and International Cooperation under the lead of the EU and USAID. Policy dialogue is frequent and taking place under several configurations: technical meeting but also High level steering committees and ad hoc meetings as the one grouping together the whole sector and civil society which was held in July 2016 and another in between the Chief Justice and the EU Ambassador last October. The Ministry of Justice has a convincing track record in terms of Budget Support implementation; strengthen over the positive results of the current support resulting from the assessment of the 3rd variable tranche and the preparation of the documents for the 4th tranche.

Other stakeholders who are also involved in the current support are: the **Public Prosecution Office** whose participation is essential for any intervention in criminal law. Prosecutors have mandatory duty to investigate all crimes under their jurisdiction, which does not include crimes against national security which fall under the jurisdiction of the State Security Court. The **Judicial Council (JC)** is chaired by the Chief Justice who with the Minister of Justice plays a key role in the overall policy dialogue. The Judicial Council is responsible for the inspection and evaluation of judges and should ensure the independence of judicial power. The courts, with exception of the religious and specialised courts, fall under the responsibility of the JC while the administrative staff of the courts falls under the responsibility of the Ministry of Justice. The **Judicial training Institute (JJI)** is the only official institution in the country responsible for training and preparing qualified staff to undertake judicial posts. The **Jordan Bar Association** is key in providing legal aid considering that all lawyers, to appear in front of a court, should be part of the Bar. Until now has not been very instrumental in working towards a strengthened system for governmental legal aid as the Bar sees its role as the sole provider of Legal Aid. However, recently, it has shown willingness to discuss and participate in reform related activities under the EU budget support programme and the Euromed IV Justice programme.

In addition to professional organisations, **Civil Society Organisations (CSOs)** play a significant role in the justice system. CSOs are actively engaged in providing various forms of legal aid, in visiting prisons, in public awareness and in advocating for human rights. Jordan is facing a challenge in improving its dialogue with CSOs and other organisations which should participate more in the overall policy and legislative reform processes. CSOs, especially the ones providing legal aid and working with prisons, have a constant dialogue with the European Union Delegation in Jordan due to existing support in some of these areas. Their feedback has therefore fed this document and they have been actively involved in the formulation phase of the programme together with human rights Non-Governmental Organisations (NGOs). A further involvement of CSOs in the inception phase of the Action and in its monitoring is forecasted, especially through the involvement of media, journalists, women's organisations, human rights defenders and youth movements.

In the security sector, the main stakeholders will be the **Public Security Directorate** (i.e. the Police) which even if formally under the Ministry of Interior is vastly autonomous being the largest civilian security actor in Jordan and exercising the general administrative and judicial police tasks. Its competences have been modified in recent years with – amongst others - the establishment of new specialised Departments on Juvenile (JPD), Child Protection and the Syrian Refugees. In particular the JPD has been supported through a successful project funded by the EU and proved the PSD as a reliable partner.

The **Judicial Police Department**, under PSD, is responsible for investigating crimes under the supervision of public prosecutors and it groups several departments, all relevant for the programme, as Department of Drug Control, Judicial Execution Department, Criminal information Department (CID), Family Protection Department, Office of the Human Rights and Department of correction

and rehabilitation centres (CRCD). The judicial police perform investigations also in areas which are under the jurisdiction of the State Security Courts, as drug related crimes and to a limited extent also deeds against national security which usually get into the competence of the General Intelligence Department.

The policy dialogue with the PSD has been regularly ongoing since 2014 with the running of the current budget support. The PSD is part of the Criminal Justice Working Group and actively participates to the High Committee meetings under the ongoing BS. It is scaling up with the preparation of the current intervention with the active involvement of several departments among PSD, such as the CID, CRCD, Department of Drug Control and Judicial Execution Department.

1.1.3. Priority areas for support/problem analysis

The major challenges linked to the Judiciary in the country can be summarised as follows:

- Complicated court procedures, and limited access to justice;
- The effectiveness of information sharing and reporting between the various judicial institutions and institutions concerned by the Justice sector;
- This implies also serious difficulties in legal cooperation with third countries with a lack of technical capacities;
- Prolonged and lengthy timelines related to case management;
- The level of existing coordination and policy dialogue and the interconnection and interoperability between the judicial actors;
- The capacity and effectiveness of the judicial administration and management;
- Infrastructures which are mostly on lease and not designed for and functional to an efficient judicial administration;
- Overcrowded prisons which make inmates vulnerable to human rights violations and radicalisation, with serious lack of reintegration and rehabilitation programmes.

The priority areas for support can be summarised **following the existing sectoral strategies** and will focus on strengthening synergies and streamlining procedures in criminal law matters. The action will aim to push forward key sectoral policies, among which we could highlight:

- a) expand and secure a more **inclusive justice system** through an effective and sustainable legal aid system, as per the specific objective of developing an efficient, transparent and integrated justice sector in line with the principles of good governance, human rights and democratic participation;
- b) Facilitate and **modernise criminal court procedures** and hence deliver on the specific objective of increasing the efficiency of the judicial system;
- c) Activate and expand the concept of **specialisation for judges**, which follows up on the training carried out and is conducive to the modernisation of management, as stated in the JSR Strategy 2017-2021 ;
- d) Develop the Judicial Council and enhance the role of disciplinary accountability of judges, also by creation of an ad-hoc Disciplinary Council, with a view to serving the specific objective of independence of the judiciary;
- e) Develop and modernise criminal justice policies and action plans by strengthening policy dialogue and decision making in the National Committee for Criminal Justice;
- f) Strengthen specialised rehabilitation programmes, beginning in the drug area, so as to ensure the consolidation of good governance and human right principles.

These objectives will aim also to strengthen the cooperation between the Public Security Department (PSD) and the Judiciary in all phases of the criminal proceeding and to enhance information sharing also through the update of the IT platforms with the aim to reach the interoperability in between the different platforms which are currently in use in order to obtain reliable and coherent data and statistics.

Linked to these, the action will have a special focus on the rehabilitation and reintegration aspects of criminal system. Promoting alternative sanctions to detention is key for both the justice and security components **with its emphasis on preventing violent extremism** avoiding detention and incentivising reintegration into the local communities while at the same time proposing a solution to an overcrowded prison population.

A key component will be supporting the establishment of a nation-wide legal aid system. The overall objective is to guarantee all citizens' a better access to justice in line with international standards, by increasing the utilisation of the legal aid system and use of alternative dispute resolution. The specific objective is to improve access to legal aid for vulnerable groups such as women, children and the disadvantaged, both Jordanians and non-Jordanians, with the aim of reducing inequalities and strengthening the rule of law. Currently obtaining free legal aid and counsel services in Jordan for those who cannot afford legal support and representation is extremely difficult. Courts are mandated to guarantee legal representation for adults only in criminal cases entailing the death penalty and/or life imprisonment. Legal aid is granted by virtue of the Bar Associations law of 1972, but in practice access to free legal aid remains a challenge especially for vulnerable groups, women and juveniles. Furthermore there is a lack of awareness of rights and duties amongst the general public and especially the refugee community. The Syrian Crisis put a further burden on a dysfunctional system: refugees do not have clear information on their rights and duties and this often results in situations where they unintentionally break the law.

A further challenge will be to **balance the criminal justice and security sectors**, enhancing dialogue between the different institutions and gaining the confidence of the main stakeholders. Even more so when it will need to push forward human rights issues across all departments under the Ministry of Interior and improve dialogue with partners and civil society organisations.

Other challenges to reform remain in the functioning of the State Security Court, on the question of arrest and right to a lawyer (Crime Prevention Law), and impunity in torture cases. Attempts to revise and bring legislation and procedures closer to international standards have not been successful. The current situation, characterised by a combined pressure of refugees and a heightened level of security threats, is a major challenge for EU-Jordan cooperation on justice and security, considering that it can be used as an argument for a shift to hard security and more pervasive role of State Security Courts. The objectives identified by the Comprehensive National Plan for Human Rights are the right remedy but, as it was only recently approved in 2016, it is too early to predict its degree of success.

1.2. Other areas of assessment

1.2.1. Fundamental values

Jordan has ratified the 6 major international conventions related to protection of human rights. However, Jordan has not ratified a number of optional protocols, inter alia the Optional Protocol to the Convention against Torture, the 1st and 2nd Optional Protocols of the International Covenant on Civil and Political Rights, the International Labour Organisation (ILO) convention No 87, No 169,

No 189, and the conventions on refugees and stateless persons. Jordan expressed reservations on a few articles of the UN Convention on Elimination of All Forms of Discrimination against Women and on the Convention of the Right of the Child. Jordan is the only country in the region that has offered a standing invitation to all UN Special Rapporteurs. Yet, the Committee on the Right of the Child has underlined important weaknesses in terms of legislation, institutions and allocation of resources that prevent the state from implementing the Convention.

The death penalty has not been abolished but a de facto moratorium was in place for eight years until December 2014 when 11 people were executed. A further two executions took place in February 2015 and 15 inmates were executed in March 2017. Current regional conflicts, coupled with Jordan's porous border, make the nation an ideal refuge for displaced people and an attractive destination for traffickers to recruit low-skilled workers. Jordan has welcomed millions of refugees, despite never ratifying the Refugees Convention. However, the right to entry the country was refused to some refugees, including Palestinians and Iraqis living in Syria (including cases of refoulement).

Jordan has ratified the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), but has entered reservations to the Article 9, paragraph 2 and Article 16. The 2011 revised Constitution did not include 'gender' as a ground of discrimination. There has been no follow-up in 2015 to the recommendations of the UN Committee on the Elimination of Discrimination against Women, and the major issues on women's rights remain the same (honour crimes, children of women married to foreigners and single mothers cannot obtain the Jordanian citizenship). Despite a good literacy rate, and a presence of female students in higher education equivalent to male, women's engagement in the local workforce stands at around 14%, one of the world's lowest. Jordan has worsened its ranking in the Gender Gap Index over the last 7 years and deteriorated further in 2015 to the 140th position out of 145 countries, mainly due to poor economic participation.

The promotion of and the respect for human rights constitutes an essential element of the relations between the EU and Jordan. It is reflected through regular dialogue in multilateral and bilateral frameworks, as well as specific actions including in support of civil society, pluralistic media, gender equality and women's rights. In line with Jordan's continued reform process and despite regional turbulence, the EU and Jordan continue to work together with the aim of further strengthening human rights. Fully acknowledging Jordan's security concerns and objectives, most recently in the context of the EU-Jordan Association Committee (July 2016) and the EU-Jordan sub-committee on human rights (October 2016) the EU has confirmed that security and human rights objectives are mutually reinforcing. At the subcommittee, the EU informed Jordan about the EU Action Plan on Human Rights, which shows the strong commitment of all the EU Member states to protect and promote human rights.

1.2.2. Macroeconomic policy

The Delegation's assessment of Jordan's macroeconomic stability was updated in November 2016 and concluded that the Government of Jordan pursues credible and relevant stability-oriented policies, aiming at maintaining fiscal and economic stability.

Jordan's economy has been on a path of recovery since the economic downturn of 2009. However, the 2016 economic performance has been disappointing and the IMF revised down its forecast to a 2.0% GDP growth - the lowest rate since 2010 and much lower than earlier forecasts (2.7%). Due to challenging external environment, growth is expected to pick up modestly in 2017, driven by some rebound in exports, tourism, and remittances. Nonetheless the positive growth should be considered

as a good performance particularly in the current context of regional instability and with key trade routes with neighbouring countries either disrupted or closed.

Unemployment has increased to 15.3% - the highest level in a decade - and the current account deficit reached 9.3% of GDP in 2016 compared to 9.1% in 2015. In addition, Jordan continues to face challenges to achieve a stable fiscal environment. The overall fiscal deficit was 3.8% percent of GDP in 2016 (from 7.1% in 2015) but is projected to decline to less than 3% in 2017 in light of fiscal measures underpinning the 2017 Budget. Public debt-to GDP ratio increased to 95.1 % at end-2016. However, the government has been substituting domestic debt with cheaper foreign debt and a new debt management strategy has being formulated. Total debt has continued to rise due to an increase in the debt of the national electricity and water companies at a time when the debt of the central government declined. The government took measures to address the mentioned challenges and steps were taken to reduce fuel as well as electricity and water subsidies thereby raising prices for consumers.

1.2.3. Public Financial Management (PFM)

Jordan has an integrated and well-functioning Public Financial Management (PFM) system that has been strengthened over the last years through the on-going reform process. Several achievements were supported through budget support and other modalities. The PFM annual monitoring report completed in October 2016 reviewed progress in PFM reform implementation and concluded that Jordan continues to fulfil the public financial management reform eligibility criterion for budget support.

The Government of Jordan continues to make sound progress in the implementation of its PFM reform programme. The implementation of the programme - Comprehensive Reform Strategy of Public Financial Management 2014-2017 - to improve and reform public finance management is positive with several reforms already completed or well advanced in their implementation with donor support. Important efforts have been made to contain the rising public debt – most notably through the adoption of a new debt management strategy and the upgrading of the Debt Management and Financial Analysis System (DMFAS). The Government Financial Information Management System (GFMS) has been rolled out to all Ministries. A new PFM strategy is in the process of being drafted with the support of EU funded Technical Assistance

The setting up of a central Public Investment Management unit at the Ministry of Planning and International Cooperation tasked with managing all investments according to standards set by the new PIM framework, the reorganisation of the Macro Fiscal unit at the Ministry of Finance as well as the preparation of cash flow statements compliant with the cash-based International Public Sector Accounting Standards (IPSAS) requirements are also key developments. Moreover, improvements have been made in the organisation of tax collection, and work is in progress to rationalize internal financial control, to extend the coverage of internal audit, and to strengthen external audit covering both performance in service delivery and the content and quality of financial reporting.

The Public Expenditure and Financial Accountability (PEFA) assessment which was completed in March 2017 following the recently revised PEFA methodology observed an improvement for 11 of the 28 indicators (when assessed under the 2011 criteria) and deterioration only on 5. Improvements were particularly clear in aggregate revenue outturns; income/expenditure information on donor-funded projects; effectiveness in payroll controls and audits and effectiveness of internal controls and expenditure commitment controls.

1.2.4. Transparency and oversight of the budget

As per the EU Budget Support Guidelines of September 2012, the entry point for the fourth eligibility criteria – transparency and oversight of the budget – has been met as the Government of Jordan has published the enacted budget of the past budget cycle (2016) within the respective fiscal year, and that the budget law for 2017 was published on the General Budget Department (GBD) website for wider public reference.

2. RISKS AND ASSUMPTIONS

The risks closely related to the implementation of the proposed programme are:

Risks	Risk level (H/M/L)	Mitigating measures
Lack of sustained political will to commit to implementation of the reforms;	Moderate	Enhance the political dialogue through coordinated and regular meetings to enhance policy consistency in rule of law matters, avoid limitation of rights through other legislative work, and assessment of the needs.
Lack of implementation capacity resulting in delays in the reforms implementation	High	Set up of a strong and experienced technical assistance framework.
Unstable political framework (ministers turn over, cabinet reshuffles).	Moderate	Strengthen knowledge and cooperation with the middle and lower management in all the involved institutions.
Worsening of the social and economic situation, further aggravated by spill-overs from regional events with an enduring presence of a large population of refugees	High	Strengthen the policy dialogue and cooperation with the line institutions, both in the justice and security sectors.
Assumptions		
The respective institutions collaborate effectively to achieve the objectives of the project; Co-ordination amongst donors (ensured with the assistance of the TA); No substantial increase in the number of refugees (Iraqis, Syrians) or any disruptive external factor.		

3. LESSONS LEARNT, COMPLEMENTARY AND CROSS-CUTTING ISSUES

3.1 LESSONS LEARNT

The involvement in the sector through the existing Budget Support programme as well as the other EU funded interventions allowed to identify key lessons learned and how criminal justice institutions need to further develop and enhance a coherent legal framework which clearly defines their respective mandates, roles and responsibilities. It is crucial to work on strengthening those institutions which are responsible for access to justice, international cooperation and exchange of information related to security and criminal justice. Further investments are needed to improve and strengthen the internal organisation and administrative structures of the Ministry of Justice, Judicial Council (JC), Attorney General's Office, Public Sector Directorate (PSD), Bar Association and detention centres. The most significant EU projects in the sector are:

- Ongoing **sector budget support contract** (2013 - 2019); allocating 30 M to the Justice sector through a sector reform contract.
- **SPRING preparatory project on justice** which in the period 2012-2016 aimed at supporting the justice sector in meeting the required criteria for sector budget support.
- **Justice Reform and Good Governance Programme**, with main projects implemented in the course of (2012-2014).

The EU supported and is supporting the security sector mainly through two decisions:

- **Support to the security sector in applying the rule of law programme**, which is concluded.
- **Strengthening resilience to violent extremism in Jordan**, currently ongoing.
- Two twinning projects; strengthening the capacity of the public administration to combat cybercrime (implemented by the NI-CO) and support to the Jordan's Gendarmerie Regional Special Training Centre (implemented by CIVIPOL).
- Twinning project "Capacity Building of PSD/Borders and Residence Department"

Several projects in support of civil society organisations (CSOs) under geographical and thematic financial instruments (the European Neighbourhood Instrument (ENI), The European Instrument for Democracy and Human Rights (EIDHR) and the Non-state actors and local authorities in development (NSA-LA) are currently funded by the EU.

The main lessons learned from the programmes already concluded in both sectors is that although the single projects have individually reached a good level of efficiency and acceptable effectiveness, there was a lack of cross-cutting interactions at programme level in between the single actions and an overall low sustainability rate. The new programme will aim to address this lack of coordination by grouping the actions into a limited amount of contracts and by setting up coordination measures by ensuring the follow up of interventions by focal points that are empowered to retain knowledge management and enhancing policy dialogue through the support of technical assistance.

Furthermore clear sustainability indicators will be set in order to measure the level of achievement of this goal and minimum thresholds will be set as mandatory for the beneficiaries.

Other lessons learnt also from other implementers such as the USAID and the UNODC are:

- It is difficult for the institutions, especially in the security sector, to define needs and adjusted activities;
- Inclusion of and participation of key stakeholders – among which CSOs - during design, planning and implementation phases is essential;
- The principle of ownership should be further enhanced and promoted;

- **Communication strategies** are often absent or not elaborated at the beginning of the projects;
- The lack of a national government-led coordination in the security sector has pushed international and donors agencies to start establishing their own coordination process in the countering violent extremism (CVE) and counter terrorism (CT) sectors;
- Sustainability issues and exit strategies are not adequately discussed among project stakeholders, which undermines the potential long-term effects and impact of the projects;
- Integration of gender equity and international / EU concepts on security/CT and CVE are not sufficiently underlined, explained and reported during project implementation.

In the present intervention these issues will be tackled as follows:

- Increase assistance to national counterparts to structure, identify and cost their needs through training on project management, planning and sequencing activities;
- Develop **communication and visibility strategies** from the inception phase and include internal process of information between stakeholders;
- Integration of the Rights-Based approach during the different phases of the project will facilitate application of the five elements: universality, indivisibility, participation, transparency and accountability;
- Governance principles and cross cutting issues need to be further discussed and followed during project implementation, as well as monitored and reported adequately through regular sensitisation sessions or seminars organised for beneficiaries;
- Internal project monitoring mechanisms need to be strengthened to track adjusted indicators and risks that must be developed and assessed in close cooperation with the beneficiaries;
- Develop exist strategies that ensure the follow up of interventions by focal points that were involved in the projects and are empowered to retain knowledge management;
- Participate actively in coordination mechanisms organised by other donors' agencies and support coordination in another security subsector.

Institutional cooperation has also substantially improved over the span of the current budget support programme to the justice sector. This is notably reflected in the setting-up of a high-level steering committee where strategies and orientations are discussed openly and go beyond the strict completion of disbursement-related indicators. Likewise, Civil Society Organisations (CSOs) are taking an active part in the **policy dialogue** carried out with the Chief Justice, often voicing criticism, but are unable to consolidate criticism and communicate in an effective manner to the authorities. The Ministry of Justice has thus proved a solid partner in the implementation of the agreed reforms and benchmarks, for which a **high level of ownership** was shown.

However, challenges remain with respect to better access to justice, respecting human rights, governmental and non-governmental legal aid, cooperation and coordination of the Bar Association, international legal cooperation and a strengthened juvenile justice system in line with international standards and conventions and protecting the position of women.

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

The programme will build upon the existing budget support intervention, following up on the main objectives and tackling remaining criticalities. Several achievements have been accomplished by the previous programmes which add credibility and strength to the EU continuous support to the sector but further cooperation is needed to push forward reforms which have just started, such as the legal aid or enhancing the cooperation and exchange of data in between the courts and security forces.

Bilateral and multilateral donors are active in the support of the Justice sector in Jordan. USAID, France, United Kingdom, Germany, the Danish International Development Agency (DANIDA), the Netherlands, the Swedish International Development Cooperation Agency (SIDA), and to a lesser extent other Members States, as well as the United Nations Development Programme (UNDP), UNICEF, World Bank and other international entities are involved in specific areas of law and justice.

Even if there is a plurality of donors the EU is a key player in the sector thanks to the achievements of the ongoing programme which is recognised as one of two leading supports to the Justice Sector next to USAID. This is also emphasised by the fact that the EU chairs an informal donor coordination group on Justice while the Ministry of Planning and International Co-operation manages and co-ordinates all donor interventions. The Ministry of Justice also hosts technical donor coordination meetings to have a better grasp on donor interventions and support. The USAID is the other main actor in the sector, funding the "Rule of Law Program (RoL)", a USD 18 million project that started in 2008 and is now in its second phase targeting activities in Judicial and Public Sector Reform and Public Accountability. In light of this, the EU is putting forward a close coordination that ensures the successful implementation of both interventions. The AECID is in charge of several actions supporting CSOs in providing legal aid and legal counselling, building up on its experience in the region with similar projects in Morocco and Tunisia. The "Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) is implementing the ongoing EU funded intervention on Preventing and Countering Violent Extremism (P/CVE) with a study on the root causes of radicalisation. The project has a focus on juveniles which will feed the actions forecasted in juvenile justice, ideally with a continuation of a component on juvenile shelters. The AFD has several actions in the sector (e.g. trainings and technical assistance (TA)) coordinated by a French judge seconded to the Amman Embassy. It is planning a budget support intervention which could be linked with this Action, enhancing synergies through a common matrix which could cover more aspects of the ongoing reforms, as the ones linked to commercial law.

The UNODC is implementing several programmes in the two relevant sectors; in particular it just ended the EU funded support to the Juvenile Police Department, while also having actions in prisons, customs and border management.

In the security sector there is a plurality of donors. An informal donor coordination process has started at the beginning of 2017 for all actions related to P/CVE steered by the Canadian Embassy. For other support in the sector, it remains difficult to obtain the right information due to a tendency not to disclose sensitive information from both the Jordanian and the donors' side.

The assistance provided in the context of improving public service delivery to citizens in the field of justice and security will specifically take into account possible synergies and complementarities with ongoing initiatives by the Government and development partners aiming at developing e-government services for citizens. The main initiatives by the Government in this regards are the "National Integrity and Anti-Corruption Strategy 2017-2025" approved in January 2017 and the "Digitising Jordan 2020" approved in March 2017 which both foresee the development of e-government services as a way to strengthen the integrity, the rule of law and the efficiency of the Jordanian public sector. In addition to this, reference will also be made whenever possible to the European Commission/Support for Improvement in Governance and Management (SIGMA) "Principles of Public Administration – A Framework for ENP countries" and specifically to the recommendations of the ongoing SIGMA assessment of the "Service Delivery" principle.

Several regional programmes are focussing on the justice and security sectors. A close coordination will be put in place, especially with the EuroMed Justice IV and EuroMed Police on legal cooperation trainings and exchange programmes for public prosecutors and law enforcement agencies.

3.3. Cross-cutting and other issues

This action will integrate **human rights** considerations in all its aspects, focusing, in line with the EU Action Plan on Human Rights and Democracy (2015-2019), on the most pressing human rights challenges in the country, by, *inter alia*, providing technical advice to the Ministry of Justice, and enabling support to CSOs monitoring the human rights situation. It will also tackle fundamental rights such as the right to a fair trial, legal representation for the poor and timely justice. Moreover, and in line with the EU Gender Action Plan (2016-2020), this action will pay special attention to mainstreaming **gender equality** and will specifically address gender-impact assessment of draft legislation, gender-sensitive budgeting, support the Ministry of Justice and Judicial Council human resources and committees on Women and Family Affairs, women in judicial careers and in the security forces and will also encourage women's participation in the management of the judicial and security sectors and their involvement in CSO activities. Data generated by the action will be disaggregated according to gender and age (where possible). The action will also seek to promote **environmental sustainability** by supporting the transition to electronic document management systems both at the Ministry of Justice and the Ministry of Interior, including through the provision of relevant equipment, by supporting the current IT infrastructure and promoting its interoperability among the different stakeholders. The action will maintain a **conflict-sensitive** approach, minimising the negative and maximising the positive impacts that any activities could have on regional and potential internal conflict dynamics.

4. DESCRIPTION OF THE ACTION

4.1. Objectives and results

The **overall objective** of the action is to assist the Government of Jordan to consolidate the Rule of Law, its effectiveness, transparency, accountability and accessibility, in line with universal democratic principles.

The **specific objectives** are to:

- SO1. Contribute to enhance the independence, accountability and specialisation of the judicial power;
- SO2. Support the improvement of case flow management, effectiveness and information efficiency in the criminal justice chain;
- SO3. Contribute to improve the management and public service delivery in the Justice Sector.

The key indicative results are:

- For SO1 Judicial power is more independent, with a strengthened Judicial Council that holds its judges accountable;
Judges have strengthened capacities in specialized areas of law, leading to quality court judgments.

- For SO2: Efficiency and transparency in the criminal justice chain are increased through use of updated electronic information systems;
The credibility of the judiciary is increased by improved execution of its orders and judgments;
The use of alternative methods to detention, with the strengthening of reintegration and rehabilitation processes and PVE/CVE programmes is increased.

- For SO3: Criminal Justice infrastructure is improved in agreed priority areas;
Legal aid further developed to facilitate access to justice for the vulnerable;
Increased awareness of citizens of their rights under the Rule of Law.

4.2. Main activities

In order to achieve its overall objective of enhancing the rule of law in the country the intervention will be articulated through Budget support and a series of complementary measures.

The action will build upon the existing programme with a continuous legislative and policy reform dialogue. In pursuing this aim, the activities which will fall mostly under BS will be:

1. Coordination and cooperation mechanisms between various justice and security institutions, including indicatively also prosecutors and law enforcement agencies: strengthening sector wide consultations and participatory process, including with CSOs, for updating policies/action plans to narrow the differences in handling different categories of criminal acts;
2. Support to the modernisation of the infrastructures in the justice sector, with the building and rehabilitation of Courts, prioritising the ones specialised in juvenile cases;
3. Improvement of the probationary system and strengthening of an inclusive legal aid system;

4. Enhancement of the training provided by the judiciary through a continuous learning process and support to the Judicial Training Institute, including other stakeholders in criminal justice.

Complementary measures will mainly focus on the following activities:

5. Continued efforts to reinforce capacities in the area of justice reform and its links with the security sector. This will comprise indicators and complementary support covering, among others, monitoring and evaluation of the benchmarks laid out in the sector reform plan, comparative studies to feed in policy thinking and decision making and CSOs involvement;
6. Contribute to the establishment of a sustainable scheme of reintegration and rehabilitation for inmates, including actions on drugs related crimes and prevention of radicalisation in prisons;
7. Enhancement of the legal cooperation mechanisms through an improved data sharing system with further support to the ICT development for the sector with an emphasis on interoperability among EU, its agencies, member states and Jordan institutions;
8. Assessing public confidence and conducting surveys with the implementation and monitoring of the Communication Outreach Strategy.

The action will mainstream human rights and the position of vulnerable groups such as women, children and persons with disabilities.

4.2.1. Budget support

The budget support programme will be implemented through a sector reform contract. The programme will follow the priorities outlined by the country's reform agenda, which are:

For SO1:

- Enhance the independence of the judicial power based on the rule of law and its judiciary oversight in security area;
- upgrade quality representation of judges in the judicial council and efficiency of its members;
- activate cooperation between the judicial council and other authorities in the state;
- guarantee best procedures for appointment of judges and guarantee their independence in their career path;
- strengthen the judicial inspection, the judicial code of conduct, disciplinary measures and provide guarantees to the judges.

For SO2:

- upgrade and promote the use of alternative sanctions to detention;
- enhance reintegration and rehabilitation programmes for inmates;
- facilitate and modernise criminal court procedures;
- activate and expand the concept of specialisation for judges in criminal matters;
- modernise and develop public prosecution;
- strengthen fair trial guarantees during all phases of a criminal case;
- enhance cooperation in all the phases of the proceeding with the security forces.

For SO3:

- Set up an effective and sustainable legal aid system, guaranteeing the access to justice for all nationalities, especially women and vulnerable groups;

- update and incentivise the use of alternative dispute resolutions methods;
- utilise updated technology for the service of litigation and improve judicial services;
- upgrade of court buildings and infrastructure, ensuring sustainability;
- guarantee efficiency of court procedures and the quality of court decisions;
- develop continuous learning for judges, prosecution and security forces, focusing on the concept of specialisation.

4.2.2 Complementary support

The Sector budget support programme will be enhanced and supported by several complementary actions aimed at providing technical expertise and know-how to the stakeholders in key priority reform areas.

The first measure will be a comprehensive **technical assistance (TA) project** which will span the entire duration of the contract. The TA will oversee and support the overall requirements of the general and specific conditions sustaining the relevant stakeholders in the fulfilment of the sector strategy objectives. The project specific objectives will be to support the strengthening of the rule of law, justice and security legislation and policies, support legal aid mechanisms, support programs for vulnerable groups and ensure gender mainstreaming. The TA will contribute to build technical and advocacy capacities of CSOs active in the justice and security areas also to actively monitor and evaluate the implementation of the programme.

Another dedicated support will target the establishment of a comprehensive **reintegration and rehabilitation scheme**, focussing on actions for rehabilitation of inmates with drug related crimes and aiming at integrating the PVE component into the justice sector. This will incorporate components related to psychology and education initiatives for inmates, capacity building for staff and external collaborators, engagement with civil society organisations, and linking accompanied care in correctional and rehabilitation centres with aftercare programs. The specific goals of the programme will be that Jordanian authorities will be equipped with the tools and knowledge to successfully carry out holistic, individualized rehabilitation programs in prisons and that released violent extremist offenders and drug users will effectively be integrated back into society.

An additional measure will target **legal cooperation**. It will aim to improve international cooperation in criminal matters at both judicial and operational levels, and strengthen the technical capacities of the Ministry of Justice, the judiciary, Prosecutor's Office, criminal investigation departments/specialised units and other relevant institutions.

4.3. Intervention logic

The intervention will build upon existing assistance and will support the positive momentum for reforms. The logic will be to start tackling the key points prioritising the elements linked to criminal law and security. The objectives and results will be reflected in indicators and benchmarks per annual tranche. In total 4 annual tranches can be established in a 4 year program.

The policy dialogue with the **Justice sector** is currently ongoing and will naturally continue under the action, while the dialogue with **the Security Sector and the Ministry of Social Development will be scaled up** and start as soon as possible in order to tackle critical issues which could arise, allowing enough time for implementation. Such policy dialogue will be inclusive and will include EU Member States active in the two targeted sectors but also relevant Civil Society organisations representatives. In order to do so it could be useful to begin with the complementary actions on **rehabilitation and reintegration and on legal cooperation directly in the first year**. This could pave the ground for an enhanced policy dialogue in the correctional and rehabilitation sector with

the Ministry of Interior, Ministry of Social Development, PSD and other relevant stakeholders. The action will also coordinate with the ongoing assistance provided by the EU in the PVE/CVE sector through regional programmes such EuroMed Justice and EuroMed Police.

A monitoring and evaluation program is essential to follow up on the intervention logic and will also support the overall verification process of the benchmarks per indicator.

5. IMPLEMENTATION

5.1 Financing agreement

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

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is **48 months** from the date of entry into force of the financing agreement.

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

5.3 Implementation of the Budget Support component

– Rationale for the amounts allocated to budget support

The amount allocated for budget support component is EUR 40 million, and for complementary support is EUR 10 million. These amounts are based on a provisional cost analysis of the impact of the reforms forecasted in the national strategies.

– Criteria for disbursement of budget support

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

- Satisfactory progress in the implementation of the Justice Sector Reform Strategy 2017-2021 and Criminal Justice Strategy with continued credibility and relevance thereof;
- Implementation of a credible stability-oriented macroeconomic policy;
- Satisfactory progress in the implementation of the PFM reform programme;
- Satisfactory progress with regard to the public availability of timely, comprehensive and sound budgetary information.

b) The specific conditions for disbursement that may be used for variable tranches are the following:

- Satisfactory fulfilment of the basic criteria of the first tranche;
- Satisfactory implementation of the benchmarks set for the variable tranches.

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

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

– ***Budget support details***

As this untargeted Budget Support (BS) follows up directly on the BS to the Justice Sector 2014-2017 we envisage only variable tranches to increase the incentives to reforms. Four annual variable tranches are envisaged: EUR 6 million, EUR 10 million and EUR 12 million for the last two tranches.

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.

5.4 Implementation modalities

5.4.1. Procurement (direct management)

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Technical Assistance, review of tranches	services	2	Q2 2019 and Q2 2021

5.4.2. Indirect management with Member States.

A part of this action may be implemented in indirect management with Member State agencies in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. After consulting with all EU Member States to explore the possibilities of joint programming and cooperation in the sector the AFD, the GIZ and the AECID expressed their interest in implementing part of the complementary measures. This implementation entails different component which might be divided in between the agencies as follows: the AFD will carry out the technical advisory activities and general oversight and coordination of the programme, mainly focussing on SO1 and its efforts in enhancing the independence accountability and specialisation of the judicial power through continuous support to the Judicial Council and Judicial training institute. The AFD may be the counterpart of one Indirect Management Agreement and then subcontract to the GIZ the implementation of the components linked to reintegration and rehabilitation programmes and P/CVE in prisons. The AECID may be the counterpart for a separate agreement focussing on SO3, on enhancing free legal aid instruments and supporting the creation of a sustainable national fund for legal aid.

This implementation is justified in light of the AFD's previous involvement in the sector reforms in the country which is also strengthened by the presence of a long term resident judicial expert. The AECID has also a strong track record in support to legal aid systems in several countries while the GIZ is well established in Jordan and already implementing C/PVE related programmes.

The entrusted entities would carry out the following budget-implementation tasks: running the public procurement and grant award procedures, concluding and managing the resulting contracts, including making of the related payments.

An alternative option to be reviewed is to have an over-arching indirect management agreement component with the AFD, which would allow for sub granting to other agencies, such as AECID for specific actions. This would present the advantage of reducing the number of contracts to manage on the part of the Delegation of the European Union in Jordan, however, this nested structure may incur additional operational costs.

5.4.3 Indirect management with International Organisation.

A part of this action may be implemented in indirect management with UNODC in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation entails, in accordance with Component 2 – SO2 the enhancement of the international legal cooperation framework with capacity building and training activities combined to the enhancement of relevant IT systems.

The UNODC confirmed its commitment to implement part of the activities forecasted under component 2 – SO2. The UNODC is considered by the Government of Jordan as a trusted implementer thanks to the positive experience of previous interventions. It is expected that, given the specificities of the sector a trusted and knowledgeable implementer will facilitate a smooth and effective running of the activities.

5.5 Scope of geographical eligibility for procurement and grants

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

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

5.6 Indicative budget

	EU contribution (amount in EUR million)	Indicative third party contribution (EUR million)
5.3 Budget Support - Sector Reform Contract	40	0
5.4. Complementary measures Total	10	0
5.4.1 Direct Management: Procurement	0.5	0
5.4.2 Indirect management with Member States	7.5	0
5.4.3 Indirect Management with International Organisation	1.5	0
5.9 – Evaluation, 5.10 - Audit	0.2	0
5.11 – Communication and visibility	0.3	0
Totals	50	0

5.7 Organisational set-up and responsibilities

The steering and monitoring over the Support to Rule of Law, including all aspects of this Action, is expected to be ensured by the Ministry of Planning and International Cooperation.

In order to ensure co-ordination between the action components and the numerous stakeholders, a Steering Committee (SC) will be established to guide action implementation. The SC will be chaired by Ministry of Justice and will include representatives from Ministry of Planning and International Cooperation, Judicial Council, Ministry of Interior, PSD, Prisons Department and other relevant beneficiary institutions, and the European Union as observer. The Technical Assistance to the Ministry of Justice will support the proper functioning of the Steering Committee, including preparation of the agenda, sending the invitations, preparation and follow up of the minutes. The SC will meet at least quarterly (and more often if specific problems or issues so require). Additional thematic technical working groups will be established under each component and include the implementing partners to ensure a more frequent coordination among the stakeholders.

Relevant civil society organisations, representatives of the national institutions involved in the reforms and development partners will also be invited to the meetings where needed.

5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partners' responsibilities. To this aim, the implementing partners shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the log frame matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits at all times and without prior notice both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.9 Evaluation

Having regard to the 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.

It will be carried out for problem solving, management- and learning purposes.

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

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

Indicatively, two contracts for evaluation services shall be concluded in February 2019 and in February 2021 under this decision.

5.10 Audit

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

Indicatively, one contract for audit services shall be concluded in February 2020 under this decision.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget support, according to a specific indicator with benchmarks.

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

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

INDICATIVE LOGFRAME MATRIX (FOR RULE OF LAW PROGRAM 2018 – 2021 IN JORDAN) - DRAFT²

Table A: Logframe

	Intervention logic	Impact Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To consolidate the Rule of Law in Jordan, its effectiveness, transparency, accountability and accessibility, in line with universal democratic principles	<p>Independence of the judicial power</p> <p>Public trust in the Rule of Law institutions</p> <p>Level of performance of Rule of Law institutions in terms of transparency, accountability and efficiency</p> <p>Access to justice, in particular for vulnerable groups</p> <p>Ease of doing business</p> <p>Degree of rehabilitation and reintegration, especially for juveniles, drugs users and women</p>	<p>- Jordan's scoring in the judiciary independence indicator (44/140)</p> <p>- Score of 0,59 in the World Justice Rule of Law Index 2016, ranking 42th in the world and 2nd in the region</p> <p>- Score of 57,30 in 2017 WB Doing Business, ranking 118 of 190 economies</p> <p>- Score of 48 on 2016 Transparency International cpi: ranking 57 of 190 countries, losing 12 places</p> <p>- Score 4.4, rank 36 on pillar 1 institutions in Global Competitiveness Index</p>	<p>- Improved scoring by 2021 in Transparency International CPI, World Justice Project Rule of Law Index, WB Doing Business Index</p> <p>- Increase in trust in Rule of Law institutions, as indicated by relevant indexes and higher scores in dedicated Justice user surveys</p> <p>- Increased fulfilment of targets in Agenda 2030 for Sustainable Development</p>	<p>- Annual Government Reports</p> <p>- Annual World Justice Project Rule of Law Index</p> <p>- Annual Transparency International CPI</p> <p>- Annual WB Doing Business Index</p> <p>- Official statistics of MoJ, MoI, MoF and other national bodies</p> <p>- Justice user surveys</p> <p>- Reports of Internationally recognised CSOs</p>	<p>Strengthening the Rule of Law for all remains a priority for the Government which allocates sufficient resources (national budget, grant, loans) to fund the required reforms.</p> <p>Gender-sensitive justice is part of the overall legal reform process</p> <p>Sufficient level of inter-institutional coordination and communication among key stakeholder involved in the program.</p> <p>The respective institutions collaborate effectively to achieve the objectives of the action;</p> <p>Continuous co-ordination amongst relevant donors' active in the Rule of Law;</p> <p>Stabilisation of the region in terms of flow of refugees and migrants (e.g. Iraqis, Syrians) to Jordan.</p>

² Indicators will be further refined during the establishment of the Financing Agreement.

	Intervention logic	Outcome indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Specific objective(s): Outcome(s)	SO1. Enhance the independence, accountability and specialisation of the judicial power	<ul style="list-style-type: none"> - Degree of independence of the Judicial Council - Transparent and gender-balanced appointment and career paths for Judges; - Continuous learning system with high quality specialised trainings is available with an increased awareness on human rights standards and obligations 	<ul style="list-style-type: none"> - A separate financial department has been established in the JC with clear budgetary allocations (2017) - Number of female judges is 180 over a total of 970 judges (2016) - Judicial inspection is operational, in accordance with the law (2017) - JIJ has 13 specialized training courses (2016) - Human rights department at the MoJ is understaffed and only one specific training is provided (2017) 	<ul style="list-style-type: none"> - The Disciplinary Council and General Secretariat are operational - Increased number of female judges by at least 20%, achieved through a transparent and meritocratic selection process - A transparent Judicial Inspection system has been strengthened with an administrative unit in place and fully functional by 2019 - JIJ has a system of continuous learning with specialised trainings in all areas of law by 2020 - % of the staff of MoJ trained on Human Rights - Human rights is a crosscutting subject in the entire JIJ curriculum for all judges. 	<ul style="list-style-type: none"> - Annual Government Reports - General Budget Laws - Official statistics of MOJ, MOI and other relevant national bodies - Technical opinions on (proposed) legislation and rules by experts - User satisfaction surveys in Courts and Police Stations - Reports of Internationally recognised CSOs (Penal Reform International, etc.) 	<ul style="list-style-type: none"> - Strengthening the Rule of Law remains a priority for the Government which allocates sufficient resources (national budget, grant, loans) to fund the required reforms by line Ministries. - Gender-sensitive justice is part of the overall legal reform process - Sufficient level of inter-institutional coordination and communication among key stakeholder involved in the program. - The respective institutions collaborate effectively to achieve the objectives of the action; - Continuous co-ordination amongst relevant donors' active in the Rule of Law - Stabilisation of the region in terms of flow of refugees and migrants (e.g. Iraqis, Syrians) to Jordan. - Commitment by sector institutions to increase the use of Quality Measurement - Commitment by Justice and Security sector institutions to increase coordination

	<p>SO2. Improve case flow management, effectiveness and information efficiency in the criminal justice chain</p>	<ul style="list-style-type: none"> - Degree of electronic exchange of data and information in the criminal justice chain - Degree of involvement of the prosecution in supervising the police - Execution rate of (criminal) court orders - Degree of upgrade of penitentiary system for treating drugs inmates and fighting violent extremism - Degree of use of alternatives sanctions to detention with improved rehabilitation and reintegration processes 	<ul style="list-style-type: none"> - Basic electronic access to criminal records in place only for ordinary courts through MIZAN (2017) - Legal framework for a judge of the execution is in place (2017) - The Judicial Execution Department in PSD only executes 55% of court orders and decisions in 2017 (until July) - Insufficient capacity of prisons conducive to radicalisation with 14.445 (119%) inmates and a maximum capacity of 12.172 (100%) - (May 2017) - No tailored treatment of drugs inmates in place (May 2017) - Legislation on alternative sanctions in place but not implemented (2017) - Annual state budget for "alternative detention measures" only 15.000 JOD year (May 2017) - no system of reintegration and rehabilitation in place 	<ul style="list-style-type: none"> - Full Access to criminal records, in compliance with data protection laws, by all authorised personnel in criminal justice chain - No of judges of the execution and No of cases overseen - Increase of at least 6% in the execution of court orders and decisions by 2021 - Programmes for fighting radicalisation among inmates and guards are in place - Tailored treatment of drugs inmates in a special centre is operational with at least 300 inmates treated - No. of alternative sanctions imposed by judges - Annual budget increased to at least 150.000 JOD year - A system of reintegration and rehabilitation with at least 1 running pilot is 		
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		- Degree of international legal cooperation, especially in criminal matters	(2017) - Low awareness and knowledge of the Legal cooperation framework with the department at the MoJ understaffed (2 persons, 2017)	in place - Specific trainings and raising efficiency on international legal cooperation in criminal matters with a well-staffed and functioning department at MoJ (potentially also including training on UN and CoE instruments).		
	SO3. Improve management and public service delivery in the Justice Sector	- Degree of improvement of the judicial and prosecutorial infrastructure, especially in criminal justice - Degree of e-filing and digitization of case files, with use of e-archiving - Degree of access to legal aid system through the establishment of a national fund - Degree of access to justice for vulnerable groups, in particular women, juveniles and migrants	- Inefficient and poor condition of judicial infrastructures as reported in the Justice Sector Strategy 2017-2021 - Limited electronic filing and document management used in Courts [more data from MIZAN] (2017) - 215 persons benefitted from legal aid assistance provided through the national system (2016). - legal aid for vulnerable groups provided mainly through CSOs	- Efficient and good conditions of the infrastructures through the building and rehabilitation of Courts and Chambers. - Electronic filing and document management are widely used in Courts stepping up the Mizan system - Increase of persons benefitting from legal aid through the national system of at least 50%. - Inclusion of CSOs and Bar Association in the legal aid system with specific policies on vulnerable groups		

		<ul style="list-style-type: none"> - Proactive communication and outreach programme for the public focused on service and the boosting of participation for handicapped, minorities and vulnerable groups in place. 	<ul style="list-style-type: none"> - Development of the communication departments in the MOJ, the JC and the JJI. Current PSD communication programs in place. - Low public satisfaction with service delivery 	<ul style="list-style-type: none"> - Communication operational plan in place as a result of a public dialogue with CSOs and including specialised topics such as gender issues, juvenile, vulnerable groups, minorities. - Sufficient allocation of budgets and infrastructure to provide communication services (information desks overall Jordan) - Measured increase in public satisfaction and trust in the Judiciary 		
		<ul style="list-style-type: none"> - Degree of use of alternative dispute resolution (ADR) 	<ul style="list-style-type: none"> - Limited use of Alternative Dispute Resolution tools 	<ul style="list-style-type: none"> - ADR and mediation are widely used. 		

	Intervention logic	Output indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Outputs	Component 1	Budget support: 1. The Judicial Council is strengthened, in particular the Judicial Inspection and the use of disciplinary proceedings. 2. Number of high quality specialized trainings delivered, also with gender awareness, to the Judges and prosecutors.	(1.1) Judicial Inspection is functioning, but will be enhanced according to new laws (8/2017) (1.2) New units in the Judicial Council need to be established (2.1) About 10 trainings on specialized topics were developed and are provided in the Judiciary (8/2017) (2.2) E-learning is in development, and creation of an E-library is a clear need	See benchmarks in Table C	See Table C	<ul style="list-style-type: none"> - Strengthening the Rule of Law remains a priority for the Government which allocates sufficient resources (national budget, grant, loans) to fund the required reforms by line Ministries. - Gender-sensitive justice is part of the overall legal reform process - Sufficient level of inter-institutional coordination and communication among key stakeholder involved in the program. - The respective institutions collaborate effectively to achieve the objectives of the action; - Continuous co-ordination amongst relevant donors' active in the Rule of Law - Stabilisation of the region in terms of flow of refugees and migrants (e.g. Iraqis, Syrians) to Jordan. - Commitment by sector institutions to
		Complementary support:	N/A	N/A	N/A	
	Component 2	Budget support: 3. Number of electronic 2-way communication systems used in the criminal justice chain, with improved information in electronic criminal records (person's criminal history). 4. Execution rate of judicial orders and judgements by the Judicial Execution Department in PSD (in quality and percentage). 5. Number of specific treatment programs, re-integration programs and	(3.1) digital connection between Courts and Prosecution in Mizan. (3.2) Sharia courts have their own IT system (3.3) criminal records are mainly asked for by telephone or letter (4.1) The Judicial Execution Department in PSD executes in 2017 55% of court orders (5.1) One reopened prison in Bereen offers is foreseen to provide special services for drugs addicted inmates (5.2) The capacity of Bereen of 600 is not enough for 3.500 drugs	See benchmarks in Table C	See Table C	

	<p>post-care services are provided to more people, especially for drug inmates.</p>	convicted inmates.			<p>increase the use of Quality Measurement - Commitment by Justice and Security sector institutions to increase coordination</p>
	<p>Complementary support: A. Number of human resources trained on international cooperation in criminal matters and the use of relevant technology</p> <p>B. Regulatory framework improved for the Rehabilitation and Reintegration (R&R) program</p> <p>C. Number of people benefitting from R&R programmes</p> <p>D. Degree of improvement of the legislative framework for alternatives to imprisonment</p> <p>E. Introduction of coordination mechanisms in between GO and NGOs on alternative methods to detention.</p>	<p>(A.1) Lack of human resources and technical knowledge on international cooperation</p> <p>(B.1) No specific training on R&R programs is in place</p> <p>(C.1) Low amount of human resources are dealing with R&R processes, leading to low use in practice</p> <p>(D.1) Legislative framework for alternatives to imprisonment needs improvement</p> <p>(E.1) Low number of people benefitting from alternatives to imprisonment</p>	<p>A. 10% yearly increase in people trained on international cooperation in criminal matters</p> <p>B. High user satisfaction (>8) with coordination mechanism of the R&R-program</p> <p>C. 20% increase in people by the end of 2020 (benchmark 2017) benefitting from improved R&R processes</p> <p>D. Improved legislative framework for alternatives to imprisonment approved by Parliament</p> <p>E. At least 200 people benefitting in 2020 from alternatives to imprisonment</p>	<p>- Official statistics of MOJ, MOI and other relevant national bodies</p> <p>- Official statistics from training entities</p> <p>- Independent media, NGO- and CSO reports</p>	
Component 3	<p>Budget support: 6. A specialized criminal court building of Amman and a first instance court of Jerash are realized according to schedule and budget.</p> <p>7. Free Legal Aid</p>	<p>(6.1) Investments are planned in the annual budget using MTEF</p> <p>(6.2) Need for a unified criminal court in Amman has been identified</p> <p>(7.1) Legal aid is provided free by lawyers</p>	See benchmarks in Table C	See Table C	

		<p>mechanisms are further enhanced and overall number of men and women benefitting from legal aid support is increased</p> <p>8. Legal Awareness and Legal information campaigns are launched on an annual basis, covering key aspects of Justice reform also with gender sensitiveness in Jordan</p> <p>9. E-justice systems are launched, for electronic filing of documents and access to digital files in courts. Videoconferencing is made available.</p>	<p>and for a fee by new providers</p> <p>(7.2) A fund of 100.000 JoD per year for legal aid is available</p> <p>(8.1) Awareness raising campaigns have been held for juveniles by UNODC and are under preparation in other areas</p> <p>(9.1) A governmental PAR project has set standards for digital communication with government bodies, which can be followed.</p> <p>(9.2) The Mizan IT-system of Courts and Prosecutors operates with electronic documents.</p>			
		<p>Complementary support:</p> <p>F. number of ADR cases</p> <p>G. number of migrants benefitting from improved access to justice by legal aid; % of women out of the total no of migrants benefitting from improved access to justice by legal aid</p>	<p>(F.1) Limited attitude towards use of mediation in Jordan</p> <p>(G.1) Low percentage of women, since legal aid is only available for serious crimes</p>	<p>F. 10% yearly increase in the use of alternative dispute resolution (e.g. mediation)</p> <p>G. 5% yearly increase in the number of women and migrants benefitting from the legal aid fund</p>	<p>- Official statistics of MOJ, MOI and other relevant national bodies</p> <p>- Official statistics from legal aid fund</p> <p>- Independent media, NGO- and CSO reports</p>	

Table B: Indicators for budget support

Specific objective	Result area	No	Indicator
SO.1 Enhance the independence, accountability and specialisation of the judicial power	1. Judicial power is independent, with a strengthened Judicial Council that holds its judges accountable.	1	The Judicial Council is strengthened, in particular the Judicial Inspection and the use of disciplinary proceedings.
	2. Judges have strengthened capacities in specialized areas of law, leading to quality court judgments	2	Number of Annual training plans developed for the Judicial Training Institute with an increased number of high quality specialised trainings delivered, also with gender awareness, to Judges and prosecutors.
SO.2 Improved caseload management, effectiveness and information efficiency in the criminal justice chain	3. Efficiency and transparency in the criminal justice chain are increased through use of accessible electronic information systems	3	E-justice legal framework is completed, including improved exchange of information on criminal records, data protection policies and laws on access to information
	4. The credibility of the judiciary is increased by improved execution of its orders and judgments	4	Improved execution rate of judicial orders and judgements by the Judicial Execution Department in PSD (in quality and percentage).
	5. Improved quality of treatment for drugs addicted inmates)	5	More specific treatment programs, re-integration programs and post-care services are provided to more people, especially for drug inmates.
SO.3 Upgrade the management and public service delivery in the Justice Sector	6. Criminal Justice infrastructure is improved in agreed priority areas	6	A specialized criminal court building of Amman and first instance court in Jerash are realized according to schedule and budget.
	7. Legal aid further developed to facilitate access to justice for the vulnerable	7	Free Legal Aid mechanisms are further enhanced and overall number of persons benefitting from legal aid support is increased
	8. Increased awareness of citizens of their rights under the Rule of Law	8	Legal Awareness campaigns are launched on an annual basis, covering key aspects of Justice reform in Jordan.

Table C: Specific conditions for the release of tranches

SO.1 Enhance the independence, accountability and specialization of the judicial power				
Result 1: Judicial power is independent and more gender balanced, with a strengthened Judicial Council.				
	1st tranche	2nd tranche	3rd tranche	4th tranche
Indicator	Basic criteria	Benchmark	Benchmark	Benchmark
The Judicial Council is strengthened, in particular the Judicial Inspection and the use of disciplinary proceedings.	<p>Establishment of an ad-hoc Disciplinary Council, with draft bylaws on the disciplinary procedures.</p> <p>Establishment of a General Secretariat in the Judicial Council, with a Judicial Affairs unit and a Strategic Planning unit.</p>	<p>Increased number of inspections and inspection reports.</p> <p>Mechanism of filing complaints and procedures established and operational.</p> <p>Data are gender disaggregated.</p>	<p>Increased number of inspections and inspection reports.</p> <p>Increased percentage of disciplinary proceedings finalised within the year, compared to former year.</p> <p>Data are gender disaggregated.</p>	<p>Increased number of inspections and inspection reports.</p> <p>Increased percentage of disciplinary proceedings finalised within the year, compared to former year.</p> <p>Data are gender disaggregated.</p>
Source of verification	<p>Official document attesting the establishment of the Disciplinary Council.</p> <p>Official document attesting the establishment of the Administrative Unit.</p> <p>Reports from CoE, CEPEJ</p>	<p>Judicial Council Report</p> <p>Disciplinary Council Report</p>	<p>Judicial Council Report</p> <p>Disciplinary Council Report</p>	<p>Judicial Council Report</p> <p>Disciplinary Council Report</p>

Result 2: Judges have strengthened capacities in specialized areas of law, leading to quality court judgments				
	1st tranche	2nd tranche	3rd tranche	4th tranche
Indicator	Basic criteria	Benchmark	Benchmark	Benchmark
Number of Annual training plans developed for the Judicial Training Institute with an increased number of high quality specialised trainings delivered, also with gender awareness, to Judges and prosecutors.	<p>One Action plan developed for new specialised trainings, with cross-cutting gender sensitiveness.</p> <p>Methodology designed for scoring of trainings, based on quality / satisfaction</p> <p>E-learning is operational</p>	<p>Gender balanced recruitment process for Judges</p> <p>IT-department established in the JIJ.</p> <p>Gender balanced increase of 40% in number of judges trained through specialised trainings (2017 baseline).</p> <p>Current e-learning system further developed in order to ensure both quality and quantity</p> <p>Move to new building</p>	<p>Gender balanced increase of 40% in number of judges trained through specialised trainings (to last year).</p> <p>Specialised trainings have an average quality score above 8,0 on a scale of 0-10 (excellent). Numbers are gender disaggregated.</p> <p>Current e-learning system further developed in order to ensure both quality and quantity</p> <p>E-library opened, with digital content available</p>	<p>All listed areas of specialisation in Jordan have a dedicated training, also through an enhanced E-learning system.</p> <p>At least 80% of the specialised trainings have a quality score above 8,0 on a scale of 0-10 (excellent). Numbers are gender disaggregated.</p>
Source of verification	<p>Official document attesting the establishment of the Action Plan.</p> <p>Official document attesting the methodology of qualitative scoring of trainings.</p>	<p>JJI training plan / statistics / annual report. JC Report</p> <p>Official document attesting the move of the JIJ to the new building.</p>	<p>JJI training plan / statistics / annual report. JC Report</p> <p>Evaluations by trainees on quality of the training</p> <p>JIJ Courses reports</p> <p>Official document attesting the establishment of the E-</p>	<p>JJI training plan /statistics & annual report. JC Report</p> <p>Evaluations by trainees on quality of the training</p> <p>JIJ Courses reports</p>

	Official document attesting the use of the E-learning software.		library	
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SO.2 Improved caseflow management, effectiveness and information efficiency in the criminal justice chain

Result 3: Efficiency and transparency in the criminal justice chain is increased through use of accessible electronic information systems.

	1 st tranche	2 nd tranche	3 rd tranche	4 th tranche
Indicator	Basic criteria	Benchmark	Benchmark	Benchmark
E-justice legal framework is completed, including improved exchange of information on criminal records, data protection policies and laws on access to information	<p>Action plan for E-justice infrastructure and services (APEIS), with an approved schedule and budget which allows a long-term approach towards the investment and maintenance of e justice framework is in place. The plan includes 2-way interconnection with all relevant institutions in the criminal justice chain, such as MoJ, JC, PSD & CRCDC.</p> <p>Current e-learning development continued and further programmed to ensure quality and quantity</p> <p>Videoconferencing for hearing of detained people by the prosecutor established in one pilot</p>	<p>Data protection and Access to information legal frameworks are in place.</p> <p>The 2-way interconnection is realized and piloted in 3 Courts.</p> <p>The enriched criminal record (person's criminal history) is made available electronically for at least 50% of all criminal records in a user-friendly manner for Prosecutors Judges (use in re-offending sentencing).</p> <p>Numbers are gender disaggregated.</p> <p>Framework on training for the ICT development on appliance.</p>	<p>Policy, legal and administrative framework on the connectivity of all relevant partners to and for the justice sector such as the PSD, CRCDC, public security, civil status and registration agencies, is in place including bylaws and procedures</p> <p>The 2-way connection is realized and available in all Courts.</p> <p>All (100%) of personal criminal records are electronically available to Judges, Prisons and Prosecutors in a user-friendly manner.</p> <p>Policy and legal framework on ICT support towards witness/victim</p>	<p>A National Criminal Record Service (State Register) is established by Law and is operational.</p> <p>Realization of the action plan (APEIS) according to schedule and budget, with actions on data protection and access to information.</p> <p>Development of a legal framework on electronic signatures for judicial processing of cases, notaries, civil status issues</p> <p>Development of a legal framework on e-services to the public with e-kiosks</p> <p>Development of ICT support towards the notification of all cases and the execution of certain</p>

	<p>court.</p> <p>Electronic system of correspondence, control, archiving and optical fiber realized in the CRCD.</p>	<p>Videoconferencing used in 3 pilot courts, in accordance with the Law</p>	<p>protection, with pilot programs in selected courts.</p> <p>Videoconferencing used in 6 pilot courts, in accordance with the Law</p>	<p>cases</p> <p>Videoconferencing used in 9 pilot courts, in accordance with the Law</p>
Source of verification	<p>Official document attesting the establishment of the Action Plan.</p> <p>Official document attesting the procurement / realization of the system in CRCD.</p>	<p>Official document attesting the pilots in 3 Courts.</p> <p>CRCD statistics / JC Statistics</p> <p>Official document attesting the realisation of APEIS.</p> <p>Statistics on the use of videoconferencing in (pilot) courts.</p> <p>Annual reports from MoJ and JC</p>	<p>Official document attesting the realization of the 2-way connection.</p> <p>CRCD statistics / JC Statistics</p> <p>Official document attesting the realisation of APEIS.</p> <p>Statistics on the use of videoconferencing in (pilot) courts.</p> <p>Annual reports from MoJ and JC</p>	<p>Official document attesting the realization of the National Criminal Record Service.</p> <p>Official document attesting the realisation of APEIS.</p> <p>Statistics on the use of videoconferencing in (pilot) courts.</p> <p>Annual reports from MoJ and JC</p>

Result 4: The credibility of the judiciary is increased by improved execution of its orders and judgments				
	1st tranche	2nd tranche	3rd tranche	4th tranche
Indicator	Basic criteria	Benchmark	Benchmark	Benchmark
The execution rate of judicial orders and judgements by the Judicial Execution Department in PSD is improved (in quality and percentage).	<p>Action plan for improved execution rate by using more IT and automated systems has been developed and approved.</p> <p>Functional review of the Execution Department was done. Recommendations</p>	<p>The Department organization is improved following the recommendations.</p> <p>The execution rate has increased to at least 2% above baseline (2017).</p> <p>New Unit for</p>	<p>The execution rate has increased to at least 4% above baseline.</p> <p>An on-line application in use that allows citizens to enquiry their status (e.g. before travel)</p> <p>All staff of the new Unit</p>	<p>The execution rate has increased to at least at least 6% above baseline.</p> <p>User satisfaction surveys indicate an increase in the quality of services, compared with last year.</p>

	for improvement have been adopted.	communication with citizens is established and properly staffed. At least 1.000 user satisfaction surveys held, with results processed into a report. Numbers are gender disaggregated.	for communication with citizens are trained. User satisfaction surveys indicate an increase in the quality of services, compared with last year. Numbers are gender disaggregated.	Numbers are gender disaggregated.
Source of verification	Official document attesting the description of the Action Plan. Official document attesting the adoption of recommendations of a functional review of the JED.	Official document attesting the improvements in the organisation of the JED, including a new Unit for communication. Statistics on the execution rate and user satisfaction.	Official document attesting the on-line application to test travel status for citizens. Statistics on the execution rate, training of staff and user satisfaction.	Statistics on the execution rate and user satisfaction.

Result 5: Improved quality of treatment for drugs addicted inmates				
	1st tranche	2nd tranche	3rd tranche	4th tranche
Indicator	Basic criteria	Benchmark	Benchmark	Benchmark

<p>Further establishment and boost up of a rehabilitation legal and policy framework with a pilot for drug addict inmates.</p>	<p>Working group and Action plan for opening rehabilitation centers accepted with schedule and budget, including operational plans for a pilot facility in the Bereen prison.</p> <p>Special treatment programs (including psychological support, vocational training and sports activities) for drugs addicted inmates are developed. Programs are gender sensitive.</p> <p>Specialized trainings for prison staff are developed.</p>	<p>A specialized rehabilitation facility in Bereen prison (in AL Zarqa City) is operational and functioning.</p> <p>All inmates in Bereen prison are classified according to methodology</p> <p>First pilot group of prisons staff are trained.</p> <p>First pilot group of inmates do benefit from the special treatment program delivered by specialized personnel.</p>	<p>At least <u>300</u> drug addicted inmates are treated in the Bereen prison.</p> <p>All active prisons staff of Bereen prison properly trained.</p> <p>Community sanctions and alternative sanctions further boosted. Rehabilitation framework entails programs for all inmates, gender mainstreaming and juvenile related cases. Development of correctional/educational programs, anti-radicalisation programs.</p> <p>Required budget analysis and planning for sustainable long-term implementation</p>	<p>The facility in the Bereen prison works at its full capacity with Drugs Addicted inmates.</p> <p>First pilot group of former drug inmates benefit from the post-care integration and employment programs.</p> <p>Set of relevant bylaws and regulations in place for the implementation of the rehabilitation programmes.</p>
<p>Source of verification</p>	<p>Official document attesting the adoption of the Action Plan. Official document attesting the development of special treatment programs for drug addicted inmates.</p> <p>Official document</p>	<p>Official document attesting the functioning of the rehabilitation facility in Bereen prison.</p> <p>Statistics on inmates using the special treatment.</p> <p>Statistics on training of</p>	<p>Official document attesting the development of post-care integration and employment programs for former drug inmates.</p> <p>Statistics on inmates using the special</p>	<p>Statistics on inmates using the special treatment.</p> <p>Statistics on former drug inmates benefiting from post-care integration and employment programs</p> <p>Set of regulations /</p>

	attesting development of specialized trainings for prison staff.	prison staff.	treatment. Statistics on training of prison staff.	bylaws / procedures
SO.3 Upgrade the management and public service delivery in the Justice Sector				
Result 6: Criminal Justice infrastructure is improved in agreed priority areas.				
	1st tranche	2nd tranche	3rd tranche	4th tranche
Indicator	Basic criteria	Benchmark	Benchmark	Benchmark
Degree of implementation of the National Investment Plan based on sector priorities. The properties selected for developments and/or renovations have to be publicly owned.	Justice Investment Plan (JIP) established with an agreed time path and clear budget is endorsed by relevant ministries. Designs realized for the Specialized Criminal Court of Amman and 1 st instance Court of Jerash in line with international standards. Communication plan on visibility of the EU support established	Projected investment plan (JIP) realized according to schedule and budget. Call for tender launched for construction of Specialized Criminal Court of Amman and 1 st instance Court of Jerash. Communication plan on visibility of the EU support implemented.	Projected investment plan (JIP) realized according to schedule and budget. Construction of Specialized Criminal Court of Amman and 1 st instance Court of Jerash started in first half of 2020 Communication plan on visibility of the EU support implemented.	Projected investment plan (JIP) realized according to schedule and budget. Construction of Specialized Criminal Court of Amman and 1 st instance Court of Jerash in line with the agreed schedule and budget. Communication plan on visibility of the EU support implemented.
Source of verification	Official document attesting the adoption of the JIP. Official document attesting the designs of the adoption of the two Courts.	Official document attesting the timely realization of the JIP. Official document attesting the call for tenders for the two Courts.	Official document attesting the timely realization of the JIP. Official document attesting the start of the construction of the two Courts.	Official document attesting the timely realization of the JIP. Official document attesting the timely construction of the two Courts.

	Communication plan on visibility of the EU support	Communication plan on visibility of the EU support	Communication plan on visibility of the EU support	Communication plan on visibility of the EU support
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Result 7: Legal aid further developed to facilitate access to justice for the vulnerable				
	1st tranche	2nd tranche	3rd tranche	4th tranche
Indicator	Basic criteria	Benchmark	Benchmark	Benchmark
Free Legal Aid mechanisms are further enhanced and the overall number of men and women benefitting from legal aid support increased. Enhancement of Alternative Dispute resolution and mediation procedures.	Free Legal Aid Service in place for qualified persons in areas mentioned in the Law (capital punishment, life and 10 years + imprisonment) Fund for free legal aid is sufficient to provide the service to all who are entitled to it by Law	Work-plan on implementation of Legal Aid, including a coordination mechanism among all relevant stakeholders, i.e. MoJ, Bar Association and CSOs is in place. Report on current reach of legal aid modalities covering geographical and social elements (minorities, etc.) Budget impact assessments on Legal aid and ADR/Mediation	Free Legal aid and support framework & fund is in place for qualified persons in more criminal areas. Legal aid services in prisons established, with gender sensitiveness and inclusion of CSOs working with the penitentiary. At least 10% increase in number of persons benefiting from FLAS (baseline).	The Work Plan and coordination mechanism are effectively implemented. Free Legal aid and support framework & fund is in place for qualified persons in more civil areas. At least 10% increase in number of persons benefiting from FLAS (previous year). Numbers are gender disaggregated.
Source of verification	Official document attesting the availability of FLAS for qualified persons. Official document attesting the availability of a free legal aid fund.	Work plan on legal aid in place. Official document attesting the availability of FLAS for qualified persons. Official statistics attesting the number of people benefitting from	Official document attesting the availability of FLAS for qualified persons in society and prisons in criminal areas. Official statistics attesting the number of people benefitting from	Work Plan implemented. Official document attesting the availability of FLAS for qualified persons in society and prisons in civil areas. Official statistics attesting the number of people benefitting from the free

		the free legal aid fund. Report on legal aid modalities and budget impact assessment	the free legal aid fund.	legal aid fund.
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Result 8: Increased awareness of citizens of their rights under the Rule of Law				
	1st tranche	2nd tranche	3rd tranche	4th tranche
Indicator	Basic criteria	Benchmark	Benchmark	Benchmark
Outline proactive communication and outreach programmes for the general public focused on service and the boosting of participation for handicapped, minorities and vulnerable groups.	Working group for the development of messages and communication approaches Communications Plan	Crafting and development of contents for different media Establishment of communication channels with public Coordination Workshop At least one campaign implemented.	Implementation of key messages and delivery of contents through media with the implementation of at least one campaign Familiarisation workshop with media, CSOs, counterparts Workshop on access to justice for minorities, handicapped and vulnerable groups	Full implementation of the communication plan At least one campaign implemented
Source of verification	Official document attesting the communication plan has been developed and adopted. Statistics on the use of the legal awareness campaigns.	Statistics on the use of the legal awareness campaigns. Annual reports MoJ and JC	Statistics on the use of the legal awareness campaigns. Annual reports MoJ and JC	Statistics on the use of the legal awareness campaigns. Annual reports MoJ and JC

