EN

THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX I

of the Commission Implementing Decision on the Annual action plan in favour of the Hashemite Kingdom of Jordan for the year 2022

Action Document for Support to Democratic Reforms in Jordan

ANNUAL ACTION PLAN

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

---

1. SYNOPSIS

1.1. Action Summary Table

1. Title **OPSYS** **Basic Act**	Support to Democratic Reforms in Jordan. Annual action plan in favour of the Hashemite Kingdom of Jordan for the year 2022 OSPYS business reference: NDICI-GEO-NEAR/2022/ACT-60745 ABAC Commitment level 1 number: JAD.1023901 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in the Hashemite Kingdom of Jordan.
4. Programming document	Multi-annual Indicative Programme (MIP) 2021-2027[1]
5. Link with relevant MIP(s) objectives/expected results	<u>Specific objective:</u> Promote a more participatory, inclusive and accountable democratic process.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Priority Area 1 – Good Governance – Sub-priority 1 151 Government and Civil Society-general
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): 16 Other significant SDGs (up to 9) and where appropriate, targets: 5, 10

---

[1] C(2022)3821

8 a) DAC code(s)	15170 - Women's rights organisations and movements, and government institutions – 35% 15150 - Democratic participation and civil society – 35% 15152 - Legislatures and political parties – 30%		
8 b) Main Delivery Channel	Other Public Entities in Donor Country - 11004 United Nations Entity - 41100		
9. Targets	☐ Migration ☐ Climate ☒ Social inclusion and Human Development ☒ Gender ☐ Biodiversity ☒ Human Rights, Democracy and Governance		

10. Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	☐	☐	☒
	Aid to environment	☒	☐	☐
	Gender equality and women's and girl's empowerment	☐	☐	☒
	Reproductive, maternal, new-born and child health	☒	☐	☐
	Disaster Risk Reduction	☒	☐	☐
	Inclusion of persons with Disabilities	☐	☒	☐
	Nutrition	☒	☐	☐
	RIO Convention markers	**Not targeted**	**Significant objective**	**Principal objective**
	Biological diversity	☒	☐	☐
	Combat desertification	☒	☐	☐
	Climate change mitigation	☒	☐	☐
	Climate change adaptation	☒	☐	☐

11. Internal markers and Tags	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation	☒	☐	☐

	Tags
	    digital connectivity
	    digital governance
	    digital entrepreneurship
		☒
		☐
		☒
			☐
			☒
			☐	

digital skills/literacy	☒	☐	
digital services	☒	☐	
Connectivity	☐	☐	☐
Tags			
digital connectivity	☒	☐	
energy	☒	☐	
transport	☒	☐	
health	☒	☐	
education and research	☒	☐	
Migration	☒	☐	☐
Reduction of Inequalities	☐	☒	☐
COVID-19	☒	☐	☐
BUDGET INFORMATION			
12. Amounts concerned	Budget line(s) (article, item): 14.020110 – Southern Neighbourhood Total estimated cost: EUR 10 000 000 The total amount of EU budget contribution EUR 10 000 000		
MANAGEMENT AND IMPLEMENTATION			
13. Implementation modalities (type of financing and management mode)	Project Modality **Indirect management** with the entities to be selected in accordance with the criteria set out in section 4.3.1		

1.2. Summary of the Action

The action seeks to consolidate the progress achieved by the EU Support to Jordan Democratic Institutions and Development (EU-JDID) programme and builds on the opportunities arising from the reforms proposed by the Jordanian "Royal Committee to Modernise the Political System" regarding constitutional reform and changes in political parties' law and electoral law. The action is in line with the priorities of the new, ambitious and innovative Agenda for the Mediterranean, set out in the *Joint Communication from the Commission and the High Representative on the Southern Neighbourhood of 9 February 2021*[2] and in the subsequent Council conclusions on a renewed Partnership with the Southern Neighbourhood of 16 April 2021[3], especially the flagship 2 "Human rights, the rule of law, and modern, effective administration, governance and accountability", as well as the EU-Jordan MIP 2021-2027 priorities (Priority Area 1 : Good Governance).

Democratic reforms start with the empowerment of citizens and active citizenship that can only be made effective in an environment of freedom, legality and the rule of law. For many years, international cooperation in Jordan has been investing in developing citizens' capacities to participate in public and political life. However, progress in incorporating women and youth into economic and political life needs to be further enhanced. For this reason, it is urgent to rethink the ways of promoting the participation of women and young people in the political arena, allowing them not only to develop their skills and knowledge but, above all, to apply them in practice.

---

[2] JOIN(2021) 2 final.

[3] https://data.consilium.europa.eu/doc/document/ST-7931-2021-INIT/en/pdf.

Applying skills and knowledge goes through the political empowerment of women and youth, transferring them real decision-making power that respond to their interests and needs. A special emphasis will be placed on the municipal sphere, where women and young people can more easily access positions of power. The proposed action will be implemented over five years so as to cover a complete electoral cycle. It will, in particular, support the emergence and the nurturing of new local political leadership that may also become national leadership in the future. To maximise the impact of this strand of action, the programme should concentrate efforts on governorates in which other projects financed by the European Union (DAILL and NAZAHA[4]) carry out actions to improve local governance, integrity and accountability of municipal and governorate authorities.

An issue that will require lots of attention is civic education, from the first levels of primary school to secondary and tertiary education. Civic education should cover curricular and extracurricular activities to generate interest, reflection, and application of citizens' rights and obligations in daily life (respect for human rights, tolerance, participation, etc.). It is also proposed to carry out campaigns to promote active citizenship and the participation of people in the search for solutions to the challenges arising from traditional culture and practises. The target group of these campaigns, in particular, is the population that is no longer of school age and has not followed university studies, which must also be reached by notions of active citizenship.

In addition, the action will contribute to the development of existing and new political parties and assist the Ministry of Political and Parliamentary Affairs (MoPPA) in line with the requirements forecasted by the new law on political parties. The new electoral law seeks reforms in the long term; however, it requires solid and efficient political parties, with political programmes, that can take advantage of these opportunities. The action will provide adequate technical assistance and guidance to Jordanian political parties and citizens who are willing to participate in the creation and modernisation of political parties actively. Finally, the action seeks to continue reinforcing the functioning of the House of Representatives and make it more responsive to citizens while improving its coordination with the governorates' councils. This coordination will make it possible to clarify the roles of each institution and, in addition, will allow better identification of responsibilities and accountability to citizens.

The action will seek to capitalise on the achievements of the EU-JDID project through the institutionalisation of processes, the improvement of operating procedures and rules, the access of citizens to parliamentarians, and attempts to strengthen political parties and increase the participation of women and young people. All these efforts aimed to improve parliament's image and help improve citizens' confidence in democratic entities.

2. RATIONALE

2.1. Context

Jordan is a small, arid, upper-middle-income country that managed to preserve internal stability in a volatile geographical context. Over the past decade, the regional instability has added another burden on a country already facing long-term socio-economic and environmental challenges.

Jordan faces a complex set of developmental challenges, further aggravated by the COVID-19 pandemic, which undermines progress towards the achievement of the Sustainable Development Goals (SDGs). Jordan's

---

[4] Decentralisation, Accountability, and Integrity at Local Level (DAILL) is implemented by UNDP, and Support to social accountability and empowering Civil Society for better governance (NAZAHA) is implemented by AECID. Both projects are cover the following governorates: Irbid, Balqa, Ajloun, Madaba, Tafileh and Aqaba.

economy has suffered from a long series of shocks, beginning with the 2009 global financial crisis, leading to growth stagnation. The cumulative impact of the Syrian crisis – ranging from a disruption of regional trade and cooperation, to the influx of refugees – is estimated at equivalent to 18% of GDP. The increase in the total population has severely strained the country's public finances and infrastructure, as assisting the refugee population called for immediate and costly actions. The COVID-19 pandemic added pressure on the health sector and poses today significant socio-economic challenges. Jordan's GDP contracted by 1.6% in 2020, stabilised to 2% in 2021 and will grow to a forecasted 2.4% in 2022.

Jordan is a small, service-based economy, dominated by the public sector with insufficient quality jobs in the private sector at the scale required for a young and growing population. The gap between educational outcomes and the needs of the labour market (known as the 'skills mismatch') is a primary driver of high unemployment (with a peak of 23% in 2021); the female labour force participation is among the lowest in the world (14.4% in 2019 compared to 63.7% for men).

While Jordan is particularly keen on conceiving new policy strategies, implementation of these policies needs to be reinforced. Efforts invested so far in the justice and rule of law sector are promising, but need to be continued, enlarged in scope, policies and legislation contributing to an improvement of the rule of law and human rights situation in the country. Recent efforts in the enhancement of integrity and accountability need to be pursued on a long-term basis, while continued support needs to be provided to civil society organisations so that they can better contribute to policy design, implementation and monitoring.

The priority of Jordan in recent years has been to respond to the regional turmoil while maintaining the country's security and stability. The political system of Jordan plays a key role in that regard: the Constitution[5] of the Hashemite Kingdom of Jordan, adopted in 1952 and amended subsequently on several occasions, defines its system of government as a hereditary parliamentary monarchy (art. 1) with the legislative power vested in the Parliament (bicameral) and the King (art. 25). The King is also invested with the executive authority, and the Cabinet of Ministers. The King has broad powers: he appoints and dismisses the Prime Minister and Cabinet, who are responsible before the elected National Assembly on behalf of the Monarch for all actions of the executive branch. The King may dissolve the National Assembly and the Senate at his discretion.

Aware of the political challenges that the country is facing, the Government of Jordan (GoJ), led by the King's vision, has developed a comprehensive long term national vision and strategy, "Jordan 2025", which "requires all citizens to adhere to the implementation and the general principles, supported by faith in the rule of law and the importance of setting high standards of excellence". This vision calls in particular for improved Government and Institutions' performance, notably in public services, increased transparency and order to promote active citizens participation and holding authorities accountable through public consultation mechanisms.

The King called for broader participation of civil society at all levels when, in 2005, he stressed "the importance to enable a greater participation at all levels in public sector policy making and implementation". This was reflected in 2015 with the "Jordan Vision 2025", the country's ten years strategy, which advocates for more participation, transparency and accountability.

Over the past decade, the vision has been to empower citizens to participate in government decision-making and enable local communities to identify their development needs. However, these reforms have not fully materialised in the legal and institutional framework. Jordan has a two-tier system of subnational government, each linked to a Ministry. The Ministry of the Interior (MoI) oversees the executive councils of the 12 governorates headed by a Governor appointed by the King. The executive council brings together the

---

[5] http://www.parliament.jo/en/node/150

deconcentrated directorates, which hierarchically depend on respective sectoral ministries. The Ministry of Local Administrations (MoLA) is mandated to help municipalities become local institutions capable of independently carrying out their duties and responsibilities. It supervises the 100 municipalities of Jordan, which have legal personality with financial and administrative autonomy. However, in practice, Jordan remains a centralised unitary state where major decisions are made at the central level.

Thus, Jordan still faces challenges in fulfilling its democratic, human rights and fundamental values. In addition, the recurrent governments' changes and cabinet reshuffles affect the policy-making process's stability. The electoral law is controversial in spite of attempts to move away from the Single non-transferable Vote system, and the fragile parliamentary system with political parties weakly represented; individual representatives represent the large majority of the elected deputies, they often remain close to their electoral base with limited national vision or programme. Two EU Election Observation Missions (EU EOM), deployed to Jordan in 2013 and 2016 underlined the need to enhance public participation – among other issues - in the electoral process as a key priority for Jordan. A follow-up mission in 2018 however determined that little or no progress had been made in that regard.

The last Parliamentary elections took place on 10 November 2020, in line with the constitutional timeframe, despite the challenges posed by the COVID-19 pandemic and a tense socio-economic context marked with public dissatisfaction. The combination of public health concerns and a persisting lack of popular engagement in political life led to a low turnout (29.9%). However, the 130 seats of the Lower House of Parliament were filled, 103 allocated under an open list for proportional representation, and 27 reserved[6]. 80% of the new House of Representatives (HoR) is composed of new members, dominated by Members without political party affiliation and with fewer women than in 2016 (only 15, the quota, compared to the 20 elected in 2016).

The perception of Government Effectiveness[7] indicates that Jordan ranks in the 57.21 percentile, which falls under the rather effective governments, down from 59.6 in 2015. The performance in terms of Voice and Accountability[8] is worse; Jordan ranks in the 27.54 percentile, relatively constant in the past few years (25.62 in 2015). Fundamental freedoms (expression, association and assembly) have deteriorated in the context of COVID-19 restrictions (even if the scope of the state of emergency relates only to the pandemic). In its 2021 report, Freedom House concludes that the state of Jordan downgraded its status from Partially Free to Not Free. The downgrading is due to new restrictions on freedom of assembly, the crackdown on the teachers' union following a series of strikes and protests and other events such as the administrative detention[9].

Jordan has ratified 7 out of 9 core international human rights treaties; however, it holds reservations on the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) provisions that, together with the Personal Status Law, which upholds male guardianship, seriously impact the status of and sustain discrimination against women in the country. Jordan ranks low in the Global Gender Gap, positioned 138 (out of 153), with the lowest score on economic participation and opportunity (145). The backsliding on human rights and gender equality was further aggravated during the COVID-19 pandemic, following the issuance of defence orders restricting the rights of expression and assembly, the rights of the defence, and hampering women and vulnerable groups to seeking an effective remedy.

In this context the King appointed in June 2021 a "Royal Committee to Modernise the Political System", to look into the Election Law, Political Parties Law and Decentralisation Law. In a letter addressed to the Royal

---

[6] According to the Constitution, 27 seats, out of the 130 of the Lower House of Parliament, are reserved: 15 for women, 12 for minority groups and are elected under a plurality/majority system.

[7] World Bank Governance Index 2021: Government Effectiveness covers the perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies.

[8] World Bank Governance Index 2021: perceptions of the extent to which a country's citizens are able to participate in selecting their government, as well as freedom of expression, freedom of association, and a free media.

[9] https://freedomhouse.org/country/jordan/freedom-world/2021

Committee, King Abdallah II required that the Committee contributes to "taking a qualitative leap in political and parliamentary life that guarantees the objectives and aspirations for the future". The mandate of the Committee focused on the preparation of proposals of constitutional and legal reform aimed at creating "a legislative framework that lays the foundations for an effective partisan life capable of persuading voters with its platforms. The ultimate goal is to turn Jordan into a true parliamentary democracy where the people's elected representatives would constitute the government.

The work of the Royal Committee was divided into six sub-committees. Two of these sub-committees were tasked to draft two laws: an electoral law and a law on political parties. Two sub-committees developed recommendations for the empowerment of women and youth in political life, which is also incorporated in the reforms of the electoral law and political parties. Another sub-committee handled the recommendations to develop the local administration and decentralisation regulatory environment. Finally, a sub-committee focused on constitutional reforms to make electoral and political parties' laws possible. The Royal Committee presented in September 2021 its recommendations to modify the Constitution, taking as a principle the gradual and long-term change in Jordanian democracy, to "develop the political system, and reach a parliamentary and partisan life that suits Jordan and Jordan's democratic journey"[10].

In this complex and changing framework, the EU has reaffirmed its determination to accompany Jordan in its reforms process. In its "Renewed Partnership with the Southern Neighbourhood - A new Agenda for the Mediterranean", the EU has defined "good governance, the respect for human rights, fundamental freedoms, democratic institutions and the rule of law" as fundamental pillars of its cooperation with Mediterranean countries with particular attention to the promotion of the role of women in society at large and youth empowerment[11]. Stemming from these principles, the EU negotiated its Partnership Priorities with Jordan. The EU remains committed to supporting Jordan's efforts to strengthen governance and ensuring that democratic principles and fundamental human rights are enshrined in the reform agenda and part of the constant political and policy dialogue. It will complement as well ongoing interventions. In particular, the EU is currently engaged in promoting accountable institutions through three projects implemented under the broader programme "EU Support to improving integrity and accountability in Jordanian public administration at central and local levels" (ENI/2020/42-572)[12]. In addition, the two twinning contracts, one targeting the Jordan Integrity and Anti-Corruption Commission (JIACC) and the second the Audit Bureau, will also contribute to supporting national institutional efforts to strengthen integrity and corruption fight.

2.2. Problem Analysis

Short problem analysis

Jordan citizens express dissatisfaction with the political process, limited interest and lack of trust in the institutions, particularly among the youth, as revealed by the low turnout of the 2020 Parliamentary election (29.9%) and 2022 local elections (29.64%). There is thus a clear need to build interest from the grassroots level, promote civic education and develop mechanisms to incentivise people to participate in political life actively.

The involvement and representation of all citizens in democratic institutions have become pressing in a difficult socio-economic context, and essential to ensure linking participation and inclusion to concrete policy-

---

[10] Unofficial translation of Jordan Office of the Konrad-Adenauer-Stiftung, Sep. 2021 Report from The Royal Committee to Modernise the Political System: Proposed Legislations. Results and Recommendations.

[11] Under the Policy Area 1 of the New Agenda for the Mediterranean -**Human development, good governance and the rule of law** – the shared commitment to democracy, the rule of law, human rights and accountable governance has been renewed. The flagship initiative 2 will in particular address this area and contribute to building leadership skills.

[12] OECD support to the National Integrity Commission, DAILL supporting Decentralisation, Accountability and Integrity at the Local Level and Nazaha Support to social accountability and empowering Civil Society for better governance.

making. Anchoring participation in concrete issues can serve both participation and policies to become more effective and generate, in turn, greater citizens' involvement. Space to engage citizens has still to be further improved in a centralised state where central institutions are perceived as disconnected from the grassroots level.

The participation of Jordanian women in public life and in policy-making is not yet significant. This is reflected in the low participation of women in politics and the spaces of power, as well as in the economic sphere. In recent years, several initiatives have been presented to remedy this gap in the three powers of the State, the legislative, executive and judicial. Despite steady but slow progress, women remain underrepresented in government. In 2019, women represented 1.2% of legislators, senior officials and managers, 15% in the Cabinet and 11% of ambassadors[13]. The situation is no better at the local level. The Independent Electoral Commission reported that the number of candidates registered to run for the 2022 provincial and municipal elections reached 3,195. Among those registered, 473 were women (14.8%); however, none of the women who registered to stand for election will run for the presidency of the city governorate or mayor.[14]

The results of the 2017 local elections (for which a quota for women was established) showed that women would tend to be more represented at the grassroots level. In local councils 32% of elected councillors were women and they represented 42.7% of the municipal councillors (well above the 25% quota and the councillors nominated by the government). In the governorates' councils, the situation was different since out of the 299 councillors of the governorates only 36 were women. Of the 36 women councillors, only four were competitively elected, and 32 benefited from the quota system and appointments.

Systemic cultural, social, political, and economic practices have excluded Jordanian women from economic and political participation. UN Women found that most women (76%) primarily cite social norms, traditional cultural and religious expectations and a lack of suitable job opportunities that meet their qualifications, particularly in the private sector, as barriers limiting their progress[15].

Young people represent around 36% of the population, considering the age group defined by the Ministry of Youth (12-30 years). Yet, the population under 30 years of age represents around 60% of the population[16]. However, the country does not fully benefit from the potential of its youth population (demographic dividend). The civic participation of young people is very low; only a very small percentage of young people are members of formal civic groups: only 2.7% are part of a charity, and 2.3% of youth, cultural or sports organizations. Although young people recognise the importance of political participation, they show little interest in politics. Most consider civic duties and responsibilities key components of active citizenship, but few highlight the importance of political rights[17].

Although education is the main provider of skills, formal education lacks quality and relevance. Civic education focuses on morality and virtue, political dimensions and practical avenues of civic participation need still to be further emphasised. Teaching practices still do not leave enough room for students to engage in discussion actively, and the education system does not systematically support youth-led activities[18].

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

---

[13] EU, AWO, AHA: "Country Gender Profile in Jordan: Final Report". June 2021.
[14] https://www.jordantimes.com/news/local/3195-candidates-currently-registered-run-local-elections-%E2%80%94-iec
[15] https://documents1.worldbank.org/curated/en/503361468038992583/pdf/ACS51580WP0P130ox0379850B00PUBLIC0.pdf
[16] https://www.unicef.org/jordan/youth
[17] Idem
[18] Idem

Jordan continues pursuing democratisation, transparency, accountability and political pluralism and the political reform process remains a priority for the King and the Government. The Parliament holds the legislative power that is shared with the King. It is composed of a Lower House[19], the House of Representatives (HoR), elected every four years and composed of 130 deputies, and the Senate, 65 Senators designated by the King. The HoR's role has been reinforced but it still has to gain more credibility and legitimacy. The HoR aims to "promote engagement and participation of citizens and Civil Society Organisations (CSOs) in the work of the Parliament" and it has thus engaged in an internal process of professionalisation and transparency that must be accompanied and reinforced.

However, the Parliamentary elections of November 2020 were viewed as disappointing in turnout, in terms of performance of political parties and of women elected. The results of the last elections revealed the difficulties faced by political parties: "41 out of 48 political parties ran for elections, with 389 candidates or 23.2 per cent of the total number of candidates, but only 12 party members won, including six non-members who are still affiliated with a political party"[20]. This structural weakness is the result of the traditional power of tribes that determine "political belonging" as well as the limited capacities to form parties with a leadership, articulated programmes, capacity to conduct a campaign, build coalition and access funding.

Jordan faces disaffection and disenfranchisement with the political system and citizens' apathy. There is a large dissatisfaction among the population towards the elected bodies and restoring trust is a key challenge for the Government.[21] Due to the weakness of the political parties, the intermediation with the government and power is fractured. The risks of not relying on institutional channels to manage differences of opinion regarding public affairs can put the country's stability at risk. According to a survey by the Republican Institute in Jordan, when asking the question, how can ordinary people influence the decisions made in our country? The responses were Protest 52%, Vote 23%, Talk to officials 21%, Petition 12%, Run for office 10%, Participate in a CBO, CSO, NGO 6%, and finally Join a political party 1%[22].

On the governmental side, the Ministry of Political and Parliamentary Affairs (MoPPA) has a key role as it is the Ministry in charge of liaising between the Government and the Parliament, following up on the draft legislation referred to the latter, on the work of parliamentary committees and parliamentary questions. MoPPA is also tasked with achieving political development, it oversees political parties, seeks the institutionalisation of partisan life and interacts with civil society to promote citizens' participation in political life. In 2005, the Royal Committee for the National Agenda commissioned by King Abdullah II proposed sweeping and ambitious reforms in Jordanian public life, but its recommendations were unfortunately never implemented[23]. The recommendations of the Royal Committee propose the modernisation of the political system through changes in the organisation and functioning of political parties, but fundamentally also in the way in which members of Parliament are elected. The Royal Committee proposed a gradual reform over the next twelve years, creating a national district allocating to political parties 30% of the seats in the first election, 50% in the second election and finally 65% in the third election. Jordan also addressed the national district issue in 2013 when it made some of the seats in the national legislature elected at the national level, meaning that any Jordanian voter could vote to determine the winner of these seats, no matter where he/she lived. However, the government eliminated nationally elected seats after only one election cycle before candidates or voters could get used to the system[24].

---

[19] The Lower House is composed of 130 members according to article 8 of the Election Law with a minimum of 15 seats allocated for women according to article 8-B of the Election Law and 12 seats allocated for minorities (nine seats for Christians, and three seats for Chechens and Circassians).

[20] Konrad Adenauer Stiftung, (2021). "Jordan's 2020 Parliamentary Election: Settling for the Status Quo".

[21] According to the Arab Barometer Wave VI, Part II (October 2020), 38% of Jordanians have some or great trust in government, while only 14% in parliament.

[22] https://www.iri.org/wp-content/uploads/legacy/iri.org/jordan_scrubbed_slides_3.27.20_1.pdf

[23] https://arabcenterdc.org/resource/a-new-cycle-of-reform-in-jordan/

[24] https://carnegieendowment.org/2021/06/16/jordan-could-repair-public-rift-with-these-five-reforms-pub-84774

The constitutional reforms and the amendments to the political parties and electoral law proposed by the Royal Committee have opened a window of opportunity for the development of political parties. However, to take advantage of these spaces, the parties must meet a series of requirements such as the number of founding members, their geographic scope and management that will reduce the number of political parties to a few. Also, the report of the Royal Committee recommends that university students be members of political parties and carry out political activities.

Jordan has also engaged in decentralisation reforms to fight unemployment and poverty, ensure a better quality of public services, and foster local socio-economic development based on people participation. The GoJ has adopted a gradual approach to creating elected councils at the level of the Governorates (Governorates Councils), municipal councils and local councils (under the 2015 law) at the level of municipalities. However, the reform is incomplete, transfer of powers and responsibilities is still unclear, legislative gaps remain, coordination across government levels is lacking as well as cooperation between elected bodies. People still misunderstand the roles of governorates and municipalities and raise the lack of accountability, generating tensions and frustration that hamper participation.

The Law on Municipalities and Decentralisation of 2021 replaced the 2015 Laws 41 on Decentralisation and 49 on Municipalities to clarify mandates, accountability lines and support to the different sub-national actors and bodies, allowing them to work more efficiently and transparently. However, the new law has not addressed the most urgent issues of decentralisation in Jordan: the lack of fiscal decentralisation and the transfer of functions via devolution or delegation to the governorates. Municipalities depend fundamentally on the resources they receive from the central government, including periodic bailouts, but they also have very few technical capabilities to improve the situation[25]. The new law has only modified the composition and form of election and appointment of the governorate councils, incorporating the municipal mayors and representatives of the private sector. Sixty per cent of the council seats will be subject to popular election, and the rest will be appointed. One quarter (25%) of the council seats are reserved for women appointed from among the most voted candidates if they fail to win the seats in the popular election. In addition, the current legal framework tends to narrow the spaces for women and youth participation with the abolition of local councils[26].

In Jordan, citizens have greater confidence in Municipal Governments (52%) and Governorate Councils (44%) than in the Parliament (13%)[27]. Indeed, the relatively higher levels of trust at the subnational level in Jordan present an opportunity to engage with communities, youth and women actively and contribute to better public services[28]. That is why the emergence of new leadership, women and youth, should be supported first at the local level, which will first be able to mobilise their communities around common objectives and, subsequently, will be able to compete in better conditions in municipal and governorate elections.

2.3. Lessons Learned

The lessons learnt mostly derive from the implementation of the programmes "EU Support to Jordanian Democratic Institutions and Development – EU-JDID" (ENI/2017/385-539) and "Qararuna: Support to Civil Society for Democratic Governance" (ENI/2017/385-257) which brought forward the following elements to be taken into consideration for the proposed action.
1. In Jordan, experience from previous relevant common work showed that the various institutions involved in the same project could not always easily work together and reach the synergies expected. Therefore, the approach should be very gradual and conflict-sensitive, privileging bilateral approaches with well-

---

[25] Harb, M., & Atallah, S. (2014, May 22). Decentralisation in the Arab World Must Be Strengthened to Provide Better Services. *Policy Brief The Lebanese Center for Policy Studies*, pp. 1-7.
[26] Meeting on the 17 February 2022 with Salma Nims, Secretary General of the Jordanian National Commission for Women.
[27] https://www.arabbarometer.org/wp-content/uploads/ABV_Jordan_Report_Public-Opinion-2019.pdf
[28] https://www.iri.org/resources/jordan-poll-reveals-low-trust-in-government-increasing-economic-hardship/

designed joint activities that reach a consensus. In addition, cultural, social, and human consideration is key to achieving results and impact: the previous cooperation showed the importance of identifying the real decision-makers and actors who can trigger changes and target relevant groups to work with.

2. Some topics remain very sensitive. The EU-JDID project, despite a holistic approach to democratic reforms, faced strong limitations as regards the implementation of most of the EU-EOM recommendations related to the 2016 elections, especially the ones requiring constitutional or legal changes, and that remained valid for the 2020 ones. On the other hand, the technical assistance and capacity building provided was highly appreciated by all beneficiaries, particularly the HoR and CSOs, and led to some decisive change, sometimes unexpected. It is thus of utmost importance to build on the results achieved and pursue cooperation in the fields where there are still areas and opportunities for improvement and on real political will and commitment. The outcome of the support to the HoR also underlines how key the link between capacity building and practical use of the skills provided is. The post-legislative scrutiny of the Decentralisation law was considered as a major achievement, and other areas need, at this stage, to be tackled, under the new legislature.

3. In terms of implementation, the previous cooperation underlined the importance of a stable coordination structure from the implementer side to ensure credibility, coherence, long-term coordination and build trustful relations with the beneficiary. It also underlined the importance of the choice of relevant implementation modalities when it comes to handling such sensitive topics. The grant modality with "competing" implementing partners showed some limits. A service tender would seem more appropriate for capacity-building oriented action. Still, it would limit the possibility of ensuring different activities such as sub-granting, which was a key component and brought valuable results in Qararuna. A delegation agreement could also circumvent this obstacle provided that an adequate partner is identified. It is therefore worth considering the option of mixing modalities.

4. In terms of areas to tackle, the outcome harvesting evaluation conducted underlined the positive impact achieved by the EU-JDID civil society component on the capacity of CSOs to organise, observe and generate advocacy reports, contributing to a more structured civil society at large. But its ability to engage must be further reinforced, particularly with adequate funding and technical support. Specific attention should be brought to women and young people and include them at all levels of the action, both EU-JDID and Qararuna raised these groups awareness and witnessed a noticeable increase in political participation. Such a trend should be reinforced.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective (Impact) of this action is **to promote a more participatory, inclusive and accountable democratic process**.

The Specific(s) Objective(s) (Outcomes) of this action are to:
1. Enhance women and youth's engagement, capacities, and opportunities to participate actively in political and civic life.
2. Strengthen the process of making Democratic Institutions more legitimate and exerting their mandates inclusively and accountably.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:
1.1. Active citizenship and political participation of women and youth are fostered.

1.2. Collective actions to improve provisions of services and small infrastructure in selected governorates are defined by the communities and implemented under women and youth leadership.

1.3. Women and youth are empowered and capacitated to participate in local and national elections.

1.4. Elected women and youth are supported to exert their mandates fully.

2.1. The modernisation of the political parties' system is supported.

2.2. The House of Representatives is assisted in becoming more representative, transparent and professional.

3.2. Indicative Activities

Activities related to Output 1.1: Active citizenship and political participation of women and youth are fostered.

- Support the design, test, and implementation of civic education curricula with the Ministry of Education.
- Design and pilot extracurricular activities for secondary (new voters) and tertiary education; training courses for students on ethics, human rights, rule of law, political life, public service, leadership, participation in decision-making, argument & debate of ideas, as well as in exchanges, study tours and visits.
- Organise dialogues and forums between political parties, authorities, and students to tackle specific topics of interest to young people.
- Encourage participation schemes such as youth and women councils at the community level.
- Design and implement citizen awareness and campaigns, focused on promoting citizens' interests, rights and obligations.
- Conduct studies on issues pertaining to the political participation of women and youth.

Activities related to Output 1.2. Collective actions to improve provision of services and small infrastructure in selected governorates[29] are defined by the communities and implemented under women and youth leadership.

- Identify and support social activists and local leaders among the youth and women to interact with communities and respond to needs and challenges.
- Support the drafting of community projects, inclusion in local planning and implementation to solve developmental problems of the community.
- Support the elaboration of funding scheme(s) for the selected projects.
- Disseminate the results of the project implementation among the community.

Activities related to Output 1.3: Women and youth are empowered to participate in democratic processes.

- Implement awareness campaigns at the community level on the need to participate in electoral processes and the possible added value of organised political engagement (through political parties), with specific focus on women and youth and other disenfranchised groups (e.g., persons with disabilities).

---

[29] Two other projects funded by the EU and implemented by AECID ("NAZAHA": EU Support to social accountability and empowering Civil Society for better governance), and UNDP (Decentralisation, Accountability, Integrity at Local Level in Jordan) will deploy activities related to integrity and accountability in municipalities and governorates of Irbid, Balqa, Ajloun, Madaba, Tafileh and Aqaba, so the proposed intervention will work in these areas to benefit from the mechanisms and network already in place and maximise the impact of all actions.

- Train, coach, and support activities to strengthen youth and women candidates (including the ones engaged in political parties) to draft programmes, participate in debates, address the media, and communicate effectively.
- Encourage women and youth voters to cast their votes (including through awareness activities) in the municipal, governorate and parliamentary elections.

Activities related to Output 1.4: Elected women and youth are supported to exert their mandates fully.

- Provide coaching and mentoring services for elected local councillors, and governorate officials, with a particular focus on women and youth elected representatives, build a critical mass of possible future candidates targeting as well not-elected candidates.
- Organise quarterly meetings of women and youth elected officials to exchange experiences and learn from each other's experiences; possibly consider support to establishment of networks of women and youth elected officials.
- Develop effective mechanisms and legal support to protect elected women against political violence in exercising their mandates.

Activities related to Output 2.1: The modernisation of political parties' system is supported

- Map political parties and their capacities compared with the new legal and regulatory framework.
- Build capacity of political parties to comply with legislation, strengthen, *inter alia*, internal governance, accountability and transparency, communication with the public and authorities, programme development etc.
- Promote dialogue between political parties and civic actors, as well as between political parties and democratic structures (e.g., municipal and governorate councils as well as Parliament).
- Support the building of the capacities of the political party's department at the MoPPA.

Activities related to Output 2.2: The House of Representatives is assisted in becoming more representative, transparent and professional.

- Build specific capacity of women Members of Parliament (MPs) and young MPs, particularly with their specific involvement in budgetary oversight and post-legislative scrutiny exercises applied to specific areas of concerns.
- Promote the role of political parties and blocks.
- Increase the efficiency and the transparency of the HoR by reinforcing the e-Parliament procedures and boosting their implementation.
- Promote and assist the HoR in its outreach activities towards civil society, political parties and citizens, in particular young people and women.
- Contribute to enhancing the relations between MPs and their elected counterparts at the sub-national level (governorate elected councils, municipal councils), focusing on connecting with elected and/or candidates, young people and women.
- Support to Secretariat in its mandate of assistance to the MPs.

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

Outcomes of the Environmental Impact Assessment (EIA) screening (relevant for projects and/or specific interventions within a project)
The EIA screening classified the action as Category C (no need for further assessment).

Outcome of the Climate Risk Assessment (CRA) screening (relevant for projects and/or specific interventions within a project)
The CRA screening concluded that this action is no risk or low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G2. This implies that gender is a fundamental objective of the proposed intervention. The context analysis has shown that women face limitations for various reasons, mostly socio-economic and cultural, in their ability to participate in political life and get elected. Therefore, the proposed action will decisively target this group. It will support women's empowerment and enhance leadership among them so that they can be more active and more represented in the political sphere.

Human Rights

The Action will adopt a rights-based approach and include support to applying all rights equally, participation and access of all groups to the decision-making process, transparency and accountability in the activities to directly contribute to the realisation of human rights throughout the intervention.
The action will promote locally-driven approaches to better promote and respond to people's participation in public life and other support ownership of the action by local actors within the framework of international human rights standards.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that the proposed intervention will also target persons with disabilities (PWDs) since the overall objective is to promote active and inclusive participation.

Democracy

The core of the proposed intervention is the promotion of active citizenship and the values of democracy through civic education and collective action. The action will focus on supporting the emergence of leadership from the grassroots, concentrating its action on strengthening the participation of women and youth in collective actions that open the space for them to occupy positions of power in municipalities, governorates and the national government.
It will also strengthen democratic institutions at the national and local levels and enhance political pluralism supporting political parties.

Conflict sensitivity, peace and resilience

The action will strengthen the capacity of the democratic institutions to be more resilient to the current socio-economic context and assist them in streamlining and rationalising their work, improving their performance, their accountability towards their constituencies and monitoring their strategies and policies adequately and promoting a system of checks and balance. Promotion of wider participation to ensure that elected bodies gain citizens' trust.

Disaster Risk Reduction - N/A

3.4. Risks and Assumptions

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1-External Environment	Unstable regional and national political situations affect the smooth functioning of democratic and RoL institutions.	Medium	Medium	Maintain and enhance the political dialogue through coordinated and regular meetings to enhance legal, policy and monitoring work.
1-External Environment	Limited political will and lack of commitment from the Institutions involved.	High	High	Continuous political dialogue donor coordination to convey messages.
1-External Environment	Unpredictable and evolving institutional and legal framework.	High	High	The activities are selected so they can be implemented in a changing environment. They are flexible enough to accommodate the changes. The targets selected are stable groups.
1-External Environment	Government policies curtail citizens' and political parties' activities.	High	High	Political dialogue is pursued to ensure that the recommendations of the Royal Committee are implemented.
2-Planning, processes and systems	Non-skills/experience-based funding community's prioritised projects result in inefficient functioning and limit women and youth's empowerment.	Medium	Medium	Set up a strong technical assistance framework. Strengthen knowledge and cooperation with the middle and lower management in all institutions, including gender mainstreaming. Develop multi-year capacity building plans, including performance-based schemes.
3-People and Organisation	The implementer does not have sufficient independence and needs political buy in to implement the programme.	Medium	Medium	The selection of the implementation modalities and the implementers will combine a mixed approach that ensures that the implementer has sufficient capacities and experience to implement the action with subtlety to maintain the

3-People and organisation	The male-dominant culture does not accept female inclusion and leadership participation.	High	High	Apply a gender-sensitive approach in all project activities and monitor targeted gender-based indicators in cooperation with beneficiaries. Engage in a dialogue with authorities, stakeholders and beneficiaries on gender equality and international commitments in this regard.

External Assumptions

- Security situation does not deteriorate;
- King Abdullah II and his Government continue to push for political reform;
- Civil society is keen and able to push public institutions for continued reforms.

3.5. Intervention Logic

The underlying intervention logic for this action is that democracy in Jordan can only be strengthened if citizens exercise their rights and obligations by actively participating in civic and political life and if changes in relations between citizens and authorities occur with the emergence of elected authorities able to fulfil their duties.

The promotion of an active citizenship through civic education activities is thus crucial to improve women and young citizens' knowledge of the constitution and human rights. Likewise, it seeks to form responsible citizens who understand their duties and rights and exercise them fully. Citizens, women, and men, are at the centre of this action, understanding that the empowerment of women and youth constitutes the central element of the construction of democratic institutions in Jordan. Empowered women and youth will give new impetus to democratic institutions at the local and national levels.

Conscious citizens who assume positions in democratic institutions have the possibility of contributing to system improvement ensuring the highest standards of ethical conduct and civic engagement.

The logic of intervention aims to contribute to the construction of democracy from the bottom up. Building democracy from the local level and supporting the empowerment of women and youth is at the core of the action and micro-projects' implementation will be particularly instrumental in that respect. They will benefit the community based on women and youth's leading consultations, negotiations with local authorities and stakeholders (private sector, banks...) and decisions to allocate resources. In such a way, leadership could be built on community recognition and legitimacy gained from active participation at the political level, supported by the sustained participation of civil society organisations in this process that have benefitted from several capacity building scheme in the past and have extended networks to rely on.

Constitutional and legal reforms are necessary conditions for democratic development but they are not sufficient if consistent actions by the national government do not accompany them. The proposals of the Royal Committee and the approved laws of political parties and elections must correspond to actions to be implemented by the institutions invested of the power to do so. Actions should thus contribute to improving the electoral system and the political party's system, giving elected representatives more legitimacy, representativeness and sufficient power to design and implement public policies, appoint the Prime Minister and Ministers, and hold the executive branch accountable.

Therefore, it is expected that seeking jointly to reinforce the capacities of the HoR to be able to fulfil its mandate in a professional and coherent way will reinforce its powers, make it more accountable to citizens and therefore attractive. In parallel reconnecting this central institution to its constituencies and counterparts at local level should foster more interest and participation in the political life while paving the way for a renewed interest in engaging with political parties provided that modernisation is reinforced.

The action, to be implemented over a full political cycle (five years) to ensure a real impact, will contribute to improving formal institutions that regulate the functioning of the House of Representatives with a view to the upcoming elections. If 30% of the HoR members are elected in the national district by 2024, they will find a solid regulatory framework, processes and procedures that facilitate the transition and their work. If a large percentage of the population, in particular young people and women, actively engage in political life and vote, then democratic institutions will get more legitimacy and means to orient and implement policies and strategies. In parallel, if MoPPA is in a better position to fulfil its mandate to promote a partisan life and enhance the role of political parties with the participation of women and young people engaged on the basis of shared vision and programmes, it can be expected to have more representative MPs affiliated to political parties in the HoR.

3.6. Indicative Logical Framework Matrix

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain: Main expected results	Indicators	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To promote a more participatory, inclusive, and accountable democratic process.	1. World Bank Governance indicators, Government effectiveness 2. Arab Barometer Trust in Government and Parliament 3. Transparency International, Corruption perception index 4. Freedom House, Political rights and civil liberties index 5. Women in political life	1. By 2020 ranks 60%[30] 2. By 2018 14% have great trust in parliament and 38% great trust in government 3. by 2020 scores 49/100 4. Year 2021 Jordan ranks 34/100 Not Free 5. Women in ministerial positions 127/182 (2020) Women in parliament 134/189 (2020)	to be determined during inception phase	1. World Bank Worldwide Governance Indicators [31] 2. Arab Barometer[32] 3.Transparency International Corruption Perception Index[33] 4. Freedom House[34] 5. UN Women	*Not applicable*
Outcome 1	Women and youth's engagement, capacities, and opportunities to	1.1 Enrolment to national elections disaggregated by gender and age	1.1 20% were women candidate at	1.1 30% women candidates	IEC	- Security situation does not deteriorate

	participate actively in political and civic life are enhanced	1.2 Enrolment to local elections disaggregated by gender and age	the 2020 Parliamentary Elections 1.2 18% (867) were women in 2022 local elections	1.2 35% women candidate		- King Abdullah II and his Government continue to push for political reform; - civil society is keen and able to push public institutions for continued political reform
		1.3. Turnout of voters in local elections.	1.3. 29,63%	1.3. 35%		
		1.4 Turnout of voters in national elections	1.4 29.88%	1.4 35%		
Outcome 2	The process of making Democratic Institutions more legitimate and exerting their mandates inclusively and accountably is strengthened	2.1 Number of political parties complying with the new law on political parties.	2.1 None	2.1 To be determined Mid-2023 (*indicative*)	2.1 Ministry of Political and Parliamentary Affairs.	
		2.2. Trust in the HoR	2.2 14% in 2018	2.2 25% by 2025	2.2 Arab Barometer	
Output 1 related to Outcome 1	1.1 Active citizenship and political participation of women and youth are fostered.	1.1.1 Number of Civic Education activities implemented.	1.1.1 0	1.1.1 TBD	Programme report, activity report, evaluation Press releases Minutes of councils	Legal and regulatory framework is conducive to increased participation
		1.1.2. Number of forums organised annually	1.1.2 0	1.1.2.20 forums by 2027		
		1.1.3. Number of shadow municipal and governorate councils are organised in 6 governorates and their municipalities.	1.1.3 0	1.1.3.20 shadow councils operating by 2027		

		1.1.4. Number of annual campaigns for raising awareness implemented via social media and media outlets.	1.1.4 0	1.1.4 5 campaigns implemented by 2027		
Output 2 related to Outcome 1	1.2 Collective actions to improve provisions of services and small infrastructure in selected governorates are defined by the communities and implemented under women and youth leadership	1.2.1 Number of collective actions	1.2.1 N/A	1.2.1 At least 5 prioritised collective action per municipality in 6 Governorates	Programme implementation reports and evaluations Minutes of municipal council.	Communities are committed to engaging in local actions
		1.2.2 Number of communities initiatives undertaken under women/youth leadership (disaggregated by gender)	1.2.2 N/A	1.2.2 At least one project/ municipality is approved		
		1.2.3 Open hearings are organised and conducted in governorates and municipalities.	1.2.3 N/A	1.2.3 At least one open hearing/year/ municipality		
Output 3 related to Outcome 1	1.3 Women and youth are empowered and capacitated to participate in local and national elections.	1.3.1 Selected women and youth trained in local government management and public service.	1.3.1 N/A	1.3.1 100%	Training programmes and materials, trainees' evaluations. IEC	A sufficient reservoir of committed women and youth exists
		1.3.2. Women and youth selected by the programme are capacitated to participate in local elections.	1.3.2 N/A	1.3.2. 60%		
		1.3.3 Number of trainers trained in local government management and public service	1.3.3 N/A	1.3.3. To be defined at inception phase		

Output 4 related to Outcome 1	1.4 Elected women and youth are supported to exert their mandates fully.	1.4.1 Number of women and youth elected councillors in 2022 supported and coached	1.4.1. 0	1.4.1. 100%	Programme implementation reports – Evaluations IEC reports	Institutions' organisation is conducive enough to allow capacity building actions.
		1.4.2 Number of women and young people running for another mandate	1.4.2. 333 (265 quota) at 2022 local Elections)	1.4.2. At least 170 (50% of elected councillors seek re-election		
Output 1 related to Outcome 2	2.1 The modernisation of political parties' system is supported	2.1.1 Political parties reorganised under the new legislation technically supported.	2.1.1 N/A	2.1.1 100%	Programme reports Press releases	Reforms of the political parties' system is credible. Law and implementing by-laws are passed.
		2.1.2 Annual dialogues of political parties organised and implemented.	2.1.2 N/A	2.1.2 4 annual dialogues of political parties completed		
Output 2 related to Outcome 2	2.2 The House of Representative is assisted in becoming more representative, transparent and professional.	2.2.1 Newly elected members of the parliament trained in legislative techniques and post-legislative oversight.	2.2.1 0	2.2.1 100% trained	2.2.1 Programme reports and trainees' evaluation	MPs are committed to pursue political reform
		2.2.2 Number of legislative amendments, parliamentary questions and field visits	2.2.2 Still few legislative production	2.2.2 To be determined during inception phase	2.2.2. Al Hayat Rased Reports – HoR reports	

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

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

4.2. Indicative Implementation Period

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

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

4.3. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures[35].

4.3.1. Indirect Management with a pillar-assessed entity [36]

4.3.1.1. Indirect Management with a pillar-assessed entity

This action may be implemented in indirect management with a pillar assessed entity, which will be selected by the Commission's services using the following criteria:

- Knowledge and experience in the field of democratic reforms, human development;

- A proven experience in implementing gender-based projects and in particular integrating, reinforcing the role of women in the political and socio-economic spheres;

- Experience in Middle-East countries and the specific context of Jordan;

- Ability to engage both with institutional partners and civil society organisations/communities at the national and local levels;

- Strong operational capacity to implement a multi-faceted action.

The implementation by this entity entails the implementation of the women dimension of the outputs related to the outcome 1 "Enhance women and youth's engagement, capacities, and opportunities to participate actively in political and civic life".

---

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

[36] The signature of a contribution agreement with the chosen entity is subject to the completion of the necessary pillar assessment.

4.3.1.2.   Indirect Management with a pillar-assessed entity

4.3.2.1 Indirect Management with a pillar-assessed entity. This action may be implemented in indirect management with, an EU Member State Organisation, which will be selected by the Commission's services using the following criteria:

- Knowledge and experience in the field of democratic reforms, gender, human development;

- Experience in Middle-East countries and the specific context of Jordan;

- Ability to gather the wide range of expertise required to implement the activities foreseen in the action;

- Ability to engage both with institutional partners and civil society organisations/communities at the national and local levels;

- Strong operational capacity to implement a multi-faceted action.

The implementation by this entity entails the implementation of:
- the youth dimension of the outputs related to the outcome 1 "Enhance women and youth's engagement, capacities, and opportunities to participate actively in political and civic life";
- the outcome 2 "The process of making Democratic Institutions more legitimate and exerting their mandates inclusively and accountably is strengthened".

4.3.2.   Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances

If negotiations with the above-mentioned entrusted entity(ies) as defined under section 4.3.1 and 4.3.2 are unsuccessful, the action may be implemented in direct management through grant(s) in accordance with the following:

a) Purpose of the grant(s)
This implementation will contribute to achieve outcome 1 - Enhance women and youth's engagement, capacities, and opportunities to participate actively in political and civic life and outcome 2 -Strengthen the process of making Democratic Institutions more legitimate and exerting their mandates inclusively and accountably.

b) Type of applicants targeted

Applicants for that grant are non for profit entities, with a public mandate or belonging to the civil society, including non-governmental non-profit organisations, community-based organisations and private sector non-profit agencies, institutions and organisations and networks thereof at local, national, regional and international level.

4.4. Scope of geographical eligibility for procurement and grants

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

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other

duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Implementation modalities – cf. section 4.3	
Objective/Outputs "Enhance women and youth's consciousness, capacities, and opportunities to participate actively in political and civic life"	
Indirect management with a pillar-assessed entity– cf. section 4.3.1.1	3 400 000
Indirect management with a pillar-assessed entity – cf. section 4.3.1.2	3 500 000
Objective/Outputs "Strengthen the process of making Democratic Institutions more legitimate and exerting their mandates inclusively and accountably."	
Indirect management with a pillar-assessed entity – cf. section 4.3.1.2	2 900 000
Evaluation – cf. section 5.2 **Audit** – cf. section 5.3	200 000
Totals	10 000 000

4.6. Organisational Set-up and Responsibilities

The programme will be governed by a **Steering Committee (SC)** covering the two foreseen outcome components and will meet a minimum of twice per year. It will be chaired by the leading government entity (ies), include MoPIC, the EU and any other relevant stakeholder.

The SC will monitor the overall implementation of the action, review progress, coordinate the different results areas, guide the activities to the successful achievement of the action's objectives and endorse strategic orientations.

To ensure the active participation of all relevant stakeholders, each outcome component will have its own **Technical Working Group (TWG)**. The TWGs will be used primarily to organise and co-ordinate the activities of the project. They will be comprised of relevant stakeholders for each of the outcome components and will inform the steering committee members on relevant developments.

The **active involvement of MoPIC** will ensure a coherent approach in terms of implementation and co-ordination of donors support.

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

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its Outputs and contribution to the achievement of its Outcomes, and if possible at the time of reporting, contribution to the achievement of its Impacts, as measured by corresponding indicators, using as reference the logframe matrix.

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

Roles and responsibilities for data collection, analysis and monitoring: the 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.

5.2. Evaluation

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

The mid-term evaluation will be carried out for problem solving, learning purposes, in particular with respect to potential necessary adjustments, launching a second phase of the action, expanding and/or replicating in other geographic areas.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that lessons learnt, best practises can be replicated.

The Commission shall form a Reference Group (RG) composed by representatives from the main stakeholders at both EU and national (representatives from the government, from civil society organisations (private sector, NGOs, etc.), etc.) levels. If deemed necessary, other donors will be invited to join. The Commission shall inform the implementing partner at least 2 calendar months in advance of the dates envisaged for the evaluation exercise and missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

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

Evaluation services may be contracted under a framework contract.

5.3. Audit and Verifications

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

6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in the *Communication and Visibility Requirements* of 2018 (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreement.