



Brussels, 16.12.2013
C(2013) 9023 final

COMMISSION IMPLEMENTING DECISION

of 16.12.2013

**on the Special Measure 2013 in favour of the Kingdom of Jordan to be financed from
the general budget of the European Union**

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THE EUROPEAN COMMISSION,

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

Having regard to Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24 October 2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument¹ (hereinafter referred to as ‘the basic act’), and in particular Article 13 thereof, which provides for the adoption of this Decision,

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 (hereinafter referred to as ‘the Financial Regulation’), and in particular Article 84(2) thereof,

Whereas:

- (1) The continued conflict, violence and hardship in Syria are forcing an unprecedented number of people to seek refuge in Jordan and neighbouring countries, stretching the resources of host communities to the limit.
- (2) The objectives pursued by this special measure are to support education facilities in order to ensure access to education to Syrian refugee children from Syria and support host communities despite the pressure of coping with the refugee influx. Given that such support is not programmed under the Multi annual Indicative Programme 2011-2013 for Jordan, a special measure is necessary in order to respond swiftly to the crisis.
- (3) This Decision complies with the conditions laid down in Article 94 of Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union³ (hereinafter referred to as ‘the Rules of Application’).
- (4) The Commission may entrust budget-implementation tasks under joint management (indirect management with an international organisation) to the entities identified in this Decision, subject to the conclusion of a contribution agreement. The responsible authorising officer has ensured that these entities comply with the conditions of Article 53d of Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002 on the Financial Regulation applicable to the general budget of the European Communities⁴

¹ OJ L 310, 9.11.2006, p. 1.

² OJ L 298, 26.10.2012, p. 1.

³ OJ L 362, 31.12.2012, p. 1.

⁴ OJ L 248, 16.9.2002, p. 1. These provisions remain applicable until 31 December 2013 according to Article 212 of the Financial Regulation.

(hereinafter referred to as ‘the Financial Regulation 1605/2002’) and of Articles 35 and 43 of its Implementing Rules⁵.

- (5) The maximum contribution of the European Union set by this Decision should cover any possible claims for interest due on account of late payment on the basis of Article 92 of the Financial Regulation and Article 111(4) of the Rules of Application.
- (6) The Commission is required to define the term ‘non-substantial change’ in the sense of Article 94(4) of the Rules of Application to ensure that any such change can be adopted by the authorising officer by delegation, or under his or her responsibility, by sub-delegation (hereinafter referred to as ‘the relevant authorising officer’).
- (7) The measures provided for in this Decision do not fall in the categories of measures for which the opinion of the ENPI Committee established by Article 26 of Regulation (EC) No 1638/2006 is required. Member States and the European Parliament will be informed of this Decision within one month of its adoption, as per Article 13, paragraph 4, of that regulation,

HAS DECIDED AS FOLLOWS:

Article 1

Adoption of the programme

The Special Measure 2013 in favour of the Kingdom of Jordan, constituted by the action identified in the second paragraph, is approved.

The action, the description of which is set out in the attached Annex, shall be:

- Support for education, mentoring and skills development for displaced Syrians in Jordan.

Article 2

Financial contribution

The maximum contribution of the European Union authorised by this Decision for the implementation of this programme is set at EUR 10 million, to be financed from budget line 19.080101 of the general budget of the European Union for 2013.

Article 3

Implementation modalities

Section 4 of the Annex referred to in the second paragraph of Article 1 sets out the elements required by Article 94(2) of the Rules of Application.

Budget-implementation tasks under joint management may be entrusted to the entities identified in the attached Annex, subject to conclusion of the relevant agreements.

⁵ Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002 laying down detailed rules for the implementation of Council Regulation (EC, Euratom) No 1605/2002 on the Financial Regulation applicable to the general budget of the European Communities. OJ L 357, 31.12.2002, p. 1. These provisions remain applicable until 31 December 2013 according to Article 212 of the Financial Regulation.

The financial contribution referred to in Article 2 shall also cover any possible interest due for late payment.

Article 4

Non-substantial changes

Increases or cumulated changes to the allocations of specific actions not exceeding 20 % of the contribution referred to in Article 2, shall not be considered substantial, 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 referred to in this Article. The responsible authorising officer may adopt these non-substantial changes in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 16.12.2013

For the Commission

Štefan FÜLE

Member of the Commission

EN

ANNEX

of the Commission Decision on the Special Measure 2013 in favour of the Kingdom of Jordan to be financed from the general budget of the European Union

Action fiche for Jordan

1. IDENTIFICATION

| | | | |
|---------------------------------------|---|--------|---------------------------|
| Title/Number | Support for education, mentoring and skills development for displaced Syrians in Jordan CRIS number: ENPI/2013/024-989 | | |
| Total cost | Total estimated cost: EUR 10 000 000 Total amount of EU budget contribution: EUR 10 000 000 | | |
| Aid method / Method of implementation | Project Approach Joint Management with United Nations Children's Fund (UNICEF) | | |
| DAC-code | | Sector | Education — large systems |

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

As Syrians have been entering Jordan since early 2011 and continue to do so, families and individuals will have been displaced for more than two years in some cases. This, coupled with the volatile security situation in Syria, suggests that children and youths may have been deprived of access to education for a considerable period of time while in Jordan, but also while in Syria, given the risks associated with accessing schools across the country. As of mid-October 2013, there are over 540 000 Syrian refugees registered in Jordan, of which 289 000 (54%) are children, some 200 000 (37%) of school age.

In Za'atri Camp and in Jordanian host communities, lack of access to education and training will have a negative impact on the refugees' prospects of return and eventual reintegration in their home country. In the camp in particular, the lack of things for adolescents and youths to do has already been a contributing factor to violent disturbances. Outside the camp, the prevalent economic and social difficulties are rendered more acute by the added strain on resources and services for host communities, and if tensions are to be alleviated it is important that assistance in this crisis situation is also seen to benefit them.

One of the most pressing areas of focus should therefore be helping refugee children, adolescents and youths to access education and training services, while mitigating the impact this may have on Jordan's national resources, systems and communities.

The proposed intervention aims to contribute financially to the main actors currently helping the Government of Jordan provide basic education and training services to the refugee population, while preserving national institutions' capacity to reform and improve service delivery. Assistance will be given to the activities of UN agencies such as the United Nations Children's Fund (UNICEF) in support of the Ministry of Education and other actors involved in community-level (formal, non-formal, informal, vocational and related) education services in the camps and outside.

The EUR 10 million budget is to be mobilised through joint management, notably in support of the UNICEF education response for displaced Syrian children living in camps and host communities.

The complementary action will be closely coordinated and fit into the framework of the Jordan-UN joint appeal for Syrians, the UN inter-agency Response Plans and the October 2013 advocacy paper on education and protection *Averting a Lost Generation: A strategy for children affected by the Syria Crisis*. It is also in line with the EU's broader support for education and the employment and technical and vocational training sector in Jordan and, beyond the immediate emergency, will help maintain the course of these challenging reform efforts.

The Syrian conflict has deteriorated so quickly in recent months that the effects of a humanitarian catastrophe are being felt in the entire region. In addition to the human suffering, the conflict is not only destroying the traditional fabric of Syrian society but also seriously endangering the stability of neighbouring countries, Lebanon and Jordan in particular, with no immediate end in sight.

Since the beginning of the crisis, Jordan has maintained an open-border policy for Syrian refugees. According to the Government's latest update (September 2013), 543 199 refugees were registered with the UN High Commissioner for Refugees (as against 376 661 in April), of which over half are below the age of 18.

Until Za'atri Camp opened in Mafraq Governorate in late July 2012, the first Syrian arrivals settled in urban areas mainly in the north. There are currently approximately 120 000 displaced Syrians in Za'atri Camp, and a second camp with the capacity to host 30 000 refugees has opened in Zarqa with support from the United Arab Emirates. A third camp with a planned capacity of up to 110 000 is being completed in Azraq. Although there are no accurate figures, it is estimated that 75 % of Syrian refugees have settled in urban areas, whether with family relatives or in rented housing. According to UNHCR reports, 33 % of the refugees are in Mafraq, 24 % in Amman, 22 % in Irbid, 9 % in Zarqa and the remainder in various governorates in the middle and south of the Kingdom.

In addition to its commitment not to close its borders, the Government of Jordan decided early on to allow Syrian refugees access to public services (health facilities, schools) and subsidies extended to Jordanian citizens (energy, water, bread and gas), thus putting pressure on the delivery of services and public finances. This significant

and rapid increase in users has been handled primarily with existing structures (e.g. double shifting in schools, access to Government-run hospitals and primary healthcare centres) but having a negative impact on the services provided to Jordanians. Given the unequal distribution of refugees, Jordanians in communities with large concentrations of Syrian refugees (e.g. in the northern governorates) have been crowded out of public services. Crowding effects in the local market, in particular as regards housing and labour, are also widely reported in the governorates of Mafraq and Irbid. These pressures place a considerable burden on local host communities, exacerbating existing vulnerabilities and fuelling social tensions with the Government and with refugees.

The present crisis comes at a difficult time for Jordan. While there are strong popular demands for social equity and increased standards of living, the combination of global economic slowdown and regional unrest has led to diminished growth since 2009. Jordan is faced with financial challenges that include a mounting debt, high fiscal and external deficits, strained public finances due to the increased energy import bill, declining external receipts and foreign aid projections, and a widening trade deficit. The Standby Agreement approved by the IMF in 2012 has further diminished the Government's margin of flexibility, providing as it does for structural reforms and fiscal consolidation measures, including the lifting of subsidies, which the Government started to implement in November 2012. This led to widespread protests throughout the country, as fuel prices went up and the price of cooking and heating gas doubled. It is anticipated that further reforms, including electricity price rises planned for 2013, may trigger more protests.

As the crisis has dragged on, the Regional Response Plan for Syrians is being revised for the sixth time, with an updated assessment of needs in various key sectors in the period to December 2013. Beyond humanitarian assistance, donor intervention is needed to help the Government cope directly with the implications of hosting so many refugees, which impact on the country's capacity to pursue domestic reform. Assistance from the international community must thus be designed to help both the refugees and the local population. Since mid-2013, the World Bank and other donors (Canada, Germany, Japan, the United Kingdom) have committed development assistance in support of the host communities. Except for the World Bank Emergency Loan approved in July and the EU top-up to the education sector reform contract, most of this additional assistance is channelled directly through United Nations agencies and international NGOs.

2.2. Context

2.2.1. Country context

2.2.1.1. Economic and social situation and poverty analysis

Despite many efforts to engage in economic stabilisation and liberalisation, the country faces real economic and social challenges. While the Kingdom experienced sustained growth averaging 6.5% for almost a decade between 2000 and 2009, it dipped from 5.5% in 2009 to 2.6% in 2011 in the wake of the global financial crisis. It has been on a slow path to recovery ever since: GDP growth is estimated at 3% in 2012. However, attaining pre-2009 levels will take a long time, as GDP growth is

expected to reach ‘only’ 4.4% in 2017. This growth rate, although favourable, is far below the demographic growth rate and is insufficient to reduce unemployment. According to IMF projections, absorbing the unemployed and new entrants to the labour force would involve creating 0.8 million full-time positions over the period 2010-20, requiring real annual GDP growth of 9.3% (6 points higher than current projections for 2010-17).

Against this backdrop, the Government has expanded spending, thus raising public debt levels (to 77% of GDP at the end of 2012). The main cause of this is the continued disruption of natural gas supply from Egypt, leading Jordan to import increasing amounts of crude oil for energy generation. The domestic prices of fuel and electricity were raised in June 2012 — a bold step by the Government in the light of the numerous peaceful demonstrations that have been calling for political and social justice reforms since 2011 — but this will cover only part of the additional costs. At the same time, the GDP share of domestic revenues decreased from 29.9% in 1990-95 to 26.6% in 2005-10. As a result, domestic revenues have failed to cover recurrent public expenditure since 1997. According to the World Bank, this decrease is mainly the result of Government policy choices, in particular the 2009-10 tax reform that reduced tax rates and increased exemption thresholds. Domestic revenues amounted to JOD 4.72 billion in 2012, as compared with JOD 4.19 billion in 2011. Both the IMF and the 2013 draft General Budget aim for domestic revenues to rise to around JOD 5.3 billion in 2013.

The Government consequently concluded a USD 2 billion three-year programme with the IMF in August 2012 to provide part of the necessary liquidity to cover the immediate additional energy costs; this included reform targets aiming to bring the national electricity company back to cost recovery, and other cost containment measures. The cost of hosting Syrian refugees is also weighing heavily on the budget this year. There is a risk of debt and the deficit exceeding forecasts. However, the substantial amounts of liquidity that the IMF and the Gulf Co-operation Council (GCC) countries are expected to receive this year should offset a major impact on macroeconomic stability. Moreover, the Government has so far been seen to be controlling expenditure so as to mitigate its impact on public finance and macroeconomic stability.

In recent decades, Jordan has made substantial progress in terms of human development thanks to consistent levels of spending in areas such as education, health, pensions and social safety (over 25% of GDP). Its Human Development Index rating for 2011 is 0.698, above average for countries in the lower middle-income group, but significant regional disparities persist: the benefits of growth have been felt mainly in the capital and a few large cities. Urbanisation has been fast and Amman and Zarqa alone accounted for 80% of GDP in 2009. Over 38% of the population live in the Amman Governorate and benefit from the highest levels of human development (HDI 0.767) and per capita income above the national average.

In terms of poverty reduction, the relevant Millennium Development Goal is considered achieved, and even exceeded. However, income inequality and the widening poverty gap remain a concern (GINI increased between 2008 and 2010). The absolute poverty rate in the Kingdom stood at 14.2% in 2002 and dropped to

13 % in 2006, before rising to 13.3 % in 2008. In 2010, the figure was 14.4 % but due to a change in the calculation methodology, this should not be compared with those for previous years. With population growth, the total number of households falling under the absolute poverty line has actually increased. While the incidence of poverty is higher in rural areas (16.8 %) than in urban areas (13.9 %), there are in fact vastly greater numbers of poor in urban areas (80 %) compared to rural areas (20 %). Over 17 % of children live below the poverty line, in contrast to about 10 % of working-age adults and 7 % of the elderly. Children make up 57 % of the poor.

Poverty rates vary considerably among governorates, from a low 6.8 % in Jerash to 26.6 % in Ma'an, while the highest absolute numbers of poor people are in the governorates of Amman (31 %), Irbid (18.8 %) and Zarqa (15 %).¹

Unemployment has stagnated at around 13 % in recent years. The rate of economic participation is among the lowest in the world, with only 35-40 % of the population above the age of 15 economically active, as is the employment-to-population ratio. Merely 14 % of women participate in the labour force, as compared with 65 % of men.

2.2.1.2. National development policy

The Government's 2013-16 Executive Development Plan responds to urgent needs and sets fiscal consolidation, higher growth and greater equity and inclusion as key objectives. The Plan focuses on (i) important reforms and policies to be undertaken in the coming period, and (ii) capital investment projects and programmes.

In terms of economic reforms, the Government is committed to adopting further measures targeting the removal of structural constraints on growth, by improving the investment climate and promoting private sector investment in skill-intensive sectors where Jordan has a comparative advantage and large export potential, and removing barriers to improve access to finance for SMEs, an important vehicle for growth and employment creation.

It will also pursue reforms aimed at promoting employment, especially among young people. In line with the National Employment Strategy adopted in 2012, the Government has developed the Jordan Job Compact, an initiative to help unskilled, semi-skilled and skilled youths to find jobs.

Key reform in the area of fiscal consolidation includes:

- a commitment to further strengthening Jordan's fiscal position (targeting further reduction of the primary fiscal deficit by implementing measures on both the revenue and expenditure sides);
- improving the targeting of cash transfers (adjusting application criteria to include welfare variables in addition to income; and developing a national Unified Registry to target subsidies by October 2013);

¹ *Jordan Poverty Reduction Strategy*, Government of Jordan, January 2013.

- improving tax administration through the adoption of a new Income Tax Law, which will increase revenue in 2014 by about 1 % of GDP;
- tackling the losses of the water company (to finalise and announce by the end of 2013 an Action Plan on reducing the losses over the medium term); and
- implementing an increase in electricity tariffs (while protecting the poor) with the ultimate objective of bringing the National Electric Power Company to cost recovery by 2017.

The influx of Syrian refugees is exerting significant demand pressure on the country's already constrained public budgets and services, which combined with the fiscal stress compound both the country's challenging economic situation and the impact of an ongoing structural adjustment programme. The Government estimates the direct financial impact at around USD 615 million for the past two years², chiefly weighing on the subsidy (food items) and water sectors. The crisis also affects the country indirectly in areas such as tourism, the investment climate, the labour and employment market (crowding out of Jordanian workers by Syrians willing to accept lower salaries), health (shortage of medicines and vaccines, threat of epidemics), infrastructure rehabilitation and agriculture.

In its efforts to achieve its development goals, Jordan relies on its international partners, in particular the EU, the USA, Japan, Germany, the World Bank and the Gulf Cooperation Council, as well as new players such as the EBRD and the EIB. Latest estimates from the International Monetary Fund³ point to a sizeable balance-of-payments shortfall and a financing gap through 2015, owing in large part to the need for liquidity to finance more expensive energy imports. Under the assumption that budgetary grants will come in as projected (3–4% of GDP), the Fund estimates that to maintain reserves at about four months of imports, Jordan's additional external financing needs will reach USD 0.8 billion in 2012, USD 1.1 billion in 2013, USD 1.1 billion in 2014 and USD 0.9 billion in 2015. Donors are expected to bridge most of the gap. These figures do not take into account the full impact on national resources of Syrian refugee inflows.

2.2.2 Sector context: policies and challenges

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

² MOPIC donor briefing, 11 June 2013.

³ *Jordan: Request for a Stand-By Arrangement* (Staff Report); *Request for Modification of Performance Criteria* (Staff Supplement), Country Report No 12/343, International Monetary Fund, December 2012.

Despite this progress, Jordan is faced with a number of critical long-term development challenges, including a fast-growing population (currently 6.3 million) and an unprecedented youth bulge, with more than a third of the population between 10 and 19 years of age. Jordan's geographical location within the Arab region, together with its tradition of serving as a safe haven for vulnerable groups including Palestinians, Iraqis and most recently Syrians, represents yet another challenge, especially with regard to the delivery of public services such as education. Public services are already strained, and levels of poverty and unemployment are increasing, with the latter currently standing at around 13%. Most jobs created in recent years have been filled by foreign workers. While net enrolment rates in education are high, the quality of education lags behind and fails to provide the skills needed to access jobs.

Jordan's key asset is its human capital, in particular its educated youth. As in many parts of the region, job creation is the most critical socio-political challenge. The capacity of the Jordanian leadership to address this challenge has a direct bearing on its internal stability. Consequently, human resources development, education and vocational training are key pillars of the National Development Agenda.

Education reform receives substantial support from donors to accompany the upgrading and transformation of the education systems and curricula in Jordan. Successive movements from neighbouring populations have placed an additional strain on national schools, already burdened by the economically motivated shift of thousands of students (most of them Jordanian) from the private to the public school system. Employment and technical and vocational education reforms aim to improve Jordanians' access to the labour market (and as a corollary to reduce the numbers of foreign workers) and to equip youths with skills better adapted to job market requirements. These policies are also challenged by the inflow of refugees, with the inevitable increase of black market employment.

Since December 2011, Syrian children have been able to register freely in public schools, subject to UNICEF supporting the Ministry of Education to cover the associated costs. As of mid-October 2013, over 85 025 Syrian children have registered with Jordanian public schools for the upcoming school year, of whom an estimated 20 000 are waiting to be enrolled in schools due to capacity limits.

In September 2012, the Government decided that Syrian refugee children living in camps would be educated through the formal Ministry of Education system but in schools in the camps. In addition to greater school capacity in the host communities, up to 30 000 children will need to be accommodated by the time the camps reach full capacity. In the Za'atri Camp, where school registration started on 9 September, over 16 000 children are officially registered with the Ministry of Education, with many more to follow (excluding the 1 207 children registered in EJC camp). UNICEF is helping the Ministry to increase capacity in the national education system outside and inside the camp by funding school environments (including space and equipment) and Syrian teachers' salaries. It also provides vulnerable Syrian children with psychosocial support, remedial classes and alternative educational opportunities.

Services for adolescents and youths over the age of 18 are scarce. Young Syrians, especially those in the camps, are increasingly developing aggressive behaviour. The situation demands urgent and effective action to ensure a safe environment is established and so increase the chances of success in training and education. Similarly, outside the camp, mentoring for out-of-school or illiterate children, the passing-on of life skills and potential vocational training are critical to prevent the expansion of child labour, early marriages and criminal behaviour. UNICEF's action, together with that of its partners, is based on the view that the acquisition of new competencies and skills to ensure future employment prospects is fundamental for the young refugees' social and economic reinsertion, once resettled. As for primary education, it is important that activities in this area also benefit the host communities in which refugees live, and seek *inter alia* to relieve potential tensions within and between communities.

2.3. Lessons learnt

The EU also supported the Jordanian education system in coping with the presence of displaced Iraqis after 2006. Given the ramifications of the impact of refugee inflow, the issue of growing numbers and the importance of a coordinated approach towards the various actors in education, it is essential to involve specialised bodies. UNICEF has a dedicated coordinator in the education sector and therefore has close links with all relevant actors and the capacity to ensure that needs and assistance are closely monitored. It will be ensured that functional coordination and monitoring mechanisms operate to this end. Cooperation with UNICEF in Jordan in its area of focus is fruitful and constructive.

The proposed project also reflects the proven benefits of an approach that targets the direct beneficiaries (refugee children and youths) as well as their host communities. This will make it possible to mobilise critical complementary assistance to vulnerable children and youths, where UNICEF has strong expertise.

2.4. Complementary action

The present intervention will complement ongoing programmes in the area of education, in particular the 'Support to the Second phase of the Education Reform' Programme (ERfKE, started in December 2011 with a budget of EUR 33 million, recently increased by EUR 30 million to support the increased costs to the Jordanian authorities of providing education for around 78 000 Syrian refugee children) and to the 'Support to Jordan Employment and TVET reforms' (started in 2010 with a budget of EUR 35 million and due to receive an additional EUR 30 million by the end of 2013), which focus on building capacity at central and field directorate level of the Ministry of education, strengthening the capacity of educational staff's professional development in pre-service and in-service contexts, and favouring an equal access to education in terms of age and gender.

UNICEF will take the necessary steps, in regular liaison with the Ministry of Education, to ensure that the action financed under this agreement at all times complement that financed under the EU's assistance to the Government to defray the costs of educating Syrian refugee children in Jordan.

Beyond its emergency focus, the present intervention is also in line with the EU's objective of limiting the impact of external factors on Jordan's efforts to pursue its domestic reform agenda in an already challenging context.

The proposed action is focused on the education and training sectors, with no overlap with humanitarian assistance objectives (e.g. health, registration, transit camps, cash transfers).

It fits into the framework of the Jordan-UN appeal for assistance and the UN inter-agency Response Plans, under the overall coordination of UNHCR.

Above all, the present intervention complements action taken in the context of the first (2012) Special Measure for Syria and Syrian refugees, under which a total of EUR 10.8 million was mobilised for educational support to Syrians in Jordan, making the EU the first donor to provide a contribution in this field. Since then, as explained above, the needs on the ground have grown exponentially.

Alongside this initiative, the EU will provide similar assistance to Lebanon to support mitigating measures to deal with its influx of Syrian refugees.

2.5. Donor coordination

The Ministry of Planning and International Cooperation ensures donor coordination through regular meetings and maintaining the Jordan Aid information management system (JAIMS) database, established in 2009, which records ongoing bilateral or multilateral projects. This Ministry has called for donor support in anticipation of the strong impact of the Syrian refugee presence in Jordan. In the education sector, UNICEF holds regular donor coordination meetings with UNESCO and partners, with the Ministry of Education and key actors in the field to assess the response and the needs of displaced Syrian children. The EU Delegation to Jordan chairs monthly EU coordination meetings, where cooperation plans — including the present proposed intervention — are discussed. Weekly meetings are held between the Delegation and the ECHO field office. UNICEF also often invites donors to the meetings of its Education Working Group.

The EU Delegation chairs monthly EU coordination meetings covering these issues. Weekly coordination meetings are also held between the EEAS and responsible Commission services (DEVCO and ECHO).

3. DETAILED DESCRIPTION

3.1. Objectives

Overall objective:

To improve learning outcomes of vulnerable Syrian refugees and host community children living in Jordan.

Specific objective:

To enable vulnerable Syrian children and youths to benefit from access to formal education and other relevant skills development and mentoring services, along with the host communities.

3.2. Expected results and main activities

Result 1: Vulnerable Syrian schoolchildren access quality formal education opportunities and receive psycho-social support in schools inside and outside the refugee camp(s).

Main activities may include:

- support for the renting and double-shifting of schools;
- provision of prefabricated classrooms for host communities and school infrastructure in camps;
- remedial education;
- provision of equipment, furniture and supplies for schools;
- referral of education cases and outreach activities to community members;
- inclusive education for children with disabilities;
- pre-service and in-service training for school teachers and counsellors including on psycho-social support and child protection, child-to-child methodology, classroom management and inclusion; and
- regional orientation for counsellors on psycho-social activities.

Children will be provided with the opportunity to learn in a child-friendly, inclusive and stimulating environment, with psycho-social support where needed. Teachers are equipped with the appropriate skills and resources to bring quality education and psycho-social support to children, to convey life-saving risk education messages, to promote tolerance and to foster positive attitudes.

Result 2: Children, adolescents and youths excluded from formal education opportunities access alternative learning and/or mentoring support at community level and in the camp(s).

Main activities may include:

- provision of informal and non-formal education to vulnerable children and adolescents in areas of concentration of refugees (mainly Amman, Irbid, Ma'an, Mafraq, Ramtha and Zarqa) and in the camp(s);
- mentoring of youths, e.g. to develop pro-social behaviour, life skills and civic engagement opportunities for adolescents and youth; and

- social cohesion interventions to reduce tensions in the camp and outside (between communities).

Help Desks, Community Action Centres, Community Centres, child-friendly spaces and social networks in urban areas will be expanded to enable mass information campaigns and improve the monitoring of children out of school.

Result 3: Youths and vulnerable female adults have access to learning opportunities to provide them with better chances of future economic and social integration, or reintegration.

Main activities may include:

- provision of learning opportunities to develop skills such as in income generation, livelihoods, literacy, vocational skill development for youths and female adults in the communities and the camp;
- career guidance and counselling; and
- e-learning opportunities for secondary and post-secondary education.

Result 4: Improved monitoring and evaluation capacities of interventions in support of Syrian refugees

Main activities may include assessments or studies on the economic, fiscal and social impact of the influx of Syrian refugees into Jordan and of related interventions. This may also include support for a monitoring and evaluation (M&E) system to monitor interventions and to provide training in results-based management to strengthen the M&E capacity of partners and other stakeholders in the field of education, vocational training and skills development.

3.3. Risks and assumptions

Assumptions:

- The Government maintains its policy of tolerance and hospitality to a large refugee population, accepting Syrian refugee children in the public education system, and contributes to the proposed activities (human, material and financial resources); and
- Active coordination among the main stakeholders.

Risks:

- A dramatic increase in the number of Syrian refugees jeopardises the capacity of the Government and its partners to respond;
- Unexpected changes in sector leadership affect programme activities;
- Peace and stability within the country are compromised; and

- Refugees return to Syria following an end to the conflict and living conditions in the country improve ('positive risk').

3.4. Cross-cutting issues

The main relevant cross-cutting issues are good governance, human rights and gender equality promotion; these are all integral to the action, which focuses on children, youths and vulnerable populations.

Conditional cash transfers through the Zakat Fund and NGOs will be scaled up to support the children of poor families, particularly focusing on the specific risks girls face (including that of entering into early marriage), early school leaving and the challenge of child labour, taking into account the specific risks faced especially by boys.

3.5. Stakeholders

Major stakeholders are the Ministry of Education, the Ministry of Planning and international cooperation, education and vocational education providers and key non-governmental organisations such as Save the Children. The host communities and district-level local authorities (Directorate of Education) will also play an important role in project implementation.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of the Financial Regulation.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2 and 4.3 will be carried out, is 24 months, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements.

4.3. Implementation components and modules

4.3.1. *Joint Management with UNICEF*

This action will be implemented in joint management with UNICEF. This is justified because UNICEF is the leading organisation in the field in upholding children's rights to education and protection. Such joint management in accordance with Article 53d of Financial Regulation (EC, Euratom) No 1605/2002 is possible because UNICEF is bound by a long-term framework agreement (FAFA). The project is drawn up jointly by the organisation and the Commission.

A change of implementation method constitutes a substantial change except where the Commission ‘re-centralises’ or reduces the level of budget-implementation tasks previously entrusted to the international organisation.

4.4. Scope of geographical eligibility for procurement in direct centralised and decentralised management

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

The responsible authorising officer may extend the geographical eligibility in accordance with Article 21(7) of the basic act on the basis of the unavailability of products and services in the markets of the countries concerned, for reasons of extreme urgency, or if the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

| Module | Amount (EUR) | Third party contribution |
|------------------------------|---------------------|---------------------------------|
| Joint management with UNICEF | 9 900 000 | 0 |
| Evaluation and audit | 100 000 | 0 |

4.6. Performance monitoring

UNICEF and EU officials will meet regularly with their Jordanian counterparts and undertake regular joint monitoring missions.

4.7. Evaluation and audit

External mid-term and final evaluations, covering all the activities of the action, will be carried out in accordance with the European Commission procedures. Where necessary, external mid-term, final or ex-post evaluation of project components and/or overall evaluation of the whole action will be conducted in accordance with European Commission procedures. Where necessary, external audits/verification missions will be undertaken by the EU.

4.8. Communication and visibility

A communication plan has been developed, shared and agreed upon with the EU Delegation and specific activities will continue to be developed and implemented by UNICEF in accordance with the EU-UN visibility guidelines. The EU Delegation will check the visibility component of the actions through field visits. EU-UN visibility guidelines must be respected by UNICEF and by institutions holding or benefiting from service or supply contracts.