



## ANNEX 1

### **Commission Implementing Decision on the multiannual action programme 2019 and 2020 part I, in favour of the Hashemite Kingdom of Jordan**

#### **Action Document for ‘EU support to quality of Education and Technical, Vocational Education and Training (TVET) in Jordan’**

<b><u>MULTIANNUAL PROGRAMME</u></b>		
This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.		
<b>1. Title/basic act/ CRIS number</b>	Support to quality of Education and TVET CRIS number: ENI/2019/42240 financed under the European Neighbourhood Instrument (ENI)	
<b>2. Zone benefiting from the action/location</b>	The Hashemite Kingdom of Jordan The action shall be carried out at the following location: Jordan	
<b>3. Programming document</b>	Single Support Framework for EU support to Jordan (2017-2020)	
<b>4. Sustainable Development Goals (SDGs)</b>	Main SDG: SDG 4 - Quality education. Other significant SDGs: SDG 5 - Gender equality; SDG 8 - Decent work and economic growth; and SDG 10 - Reduced inequalities.	
<b>5. Sector of intervention/ thematic area</b>	Enhancing Jordan's social and economic development	DEV. Assistance: YES
<b>6. Amounts concerned</b>	Total amount of EU budget contribution: EUR 65 million, of which <ul style="list-style-type: none"> <li>• EUR 60 million for budget support, and</li> <li>• EUR 5 million for complementary support.</li> </ul> The contribution is for an amount of EUR 45 million from the general budget of the European Union for 2019 and for an amount of EUR 20 million from the general budget of the European Union for 2020,	

	subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget or as provided for in the system of provisional twelfths			
<b>7. Aid modality(ies) and implementation modality(ies)</b>	<b>Direct management</b> through: - Budget Support: Sector Reform Performance Contract - Grants - Procurement <b>Indirect management</b> with entrusted entity(ies) to be selected in accordance with the criteria set out in section 5.4.4			
<b>8 a) DAC code(s)</b>	11110 (Education policy and administrative management), 11120 (Education facilities and training), 11130 (Teacher training), 11220 (Primary education), 11320 (Secondary education) , 11330 (Vocational training)			
<b>b) Main Delivery Channel</b>	10000 – Public Sector Institutions			
<b>9. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with disabilities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>10. Global Public Goods and Challenges (GPGC) thematic flagships</b>	Human Development			

## SUMMARY

The Human Resources Development (HRD) Strategy 2016, the Education Strategic Plan (ESP) 2018-2022 and the Government priorities for the years 2019-2020 ('Al-Nahda') are interlinked and reflect the Government's of Jordan (GoJ) commitment towards an increased quality of service delivery and accountability, focussing on the provision of quality education while also reforming the national education system.

The European Union wants to support and contribute to the implementation of these strategies so as to develop a workforce with skills, qualifications, capabilities, and behaviours necessary to achieve Jordan's economic and societal ambitions. The interventions proposed in this action will support the implementation of the ESP 2018-22 and of the TVET (Technical, Vocational Education and Training) component of the HRD. The design of the action takes a holistic view of the education sector and builds upon previous experience of EU support to education and the TVE sector. It is fully complementary with the ongoing EU Regional Trust Fund in Response to the Syrian crisis budget support operation, with a view to ensure a comprehensive response from emergency to resilience and development. It also support transition efforts from a crisis response to a more structural one. It will put an emphasis on policy dialogue, capacity building, performance/evaluation assessment, and, from a thematic point of view, on quality education, improved access and equity, and improved governance and management, including accountability at central and decentralised sub-national levels. It will also include the strengthening of the TVET governance system, as indicated in the newly approved Technical and Vocational Skills Development Law<sup>1</sup>. The selected implementation modality is budget support with complementary support.

The pursuance of the key results will enable the Government of Jordan to ultimately achieve by 2022 a better educated, trained and qualified human capital which responds to labour market's needs.

## 1 CONTEXT ANALYSIS

### 1.1 Context Description

The Government of Jordan is committed to the provision of free quality education in the Hashemite Kingdom of Jordan for all children, regardless of their registration status or nationality. The most recently adopted education policies, strategies and plans – notably the *Human Resources Development (HRD) Strategy 2016-2025*, the *Education Strategic Plan 2018-2022* and the *Government priorities for the years 2019-2020 (Al-Nahda)* – reflect the Government of Jordan's commitment towards increased quality of service delivery and accountability, while also reforming the national education system. The Ministry of Education (MoE) is thus reinforcing Jordan's commitment to 'Leaving No One Behind' as per *Agenda 2030 for Sustainable Development* and in response to Article 29 of the Convention of the Rights of the Child (CRC) which guarantees the inalienable rights of each child to education as a human right.

Education has been one of the main focal sectors of the European Union under its multi-year planning. For the period 2012-2018 the EU committed over EUR 380 million to strengthen

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<sup>1</sup> Law NO 9/2019 Technical and Vocational Skills Development Law.

the education sector as a whole, among which EUR 88 million were devoted to the development of TVET policies and strategies (the ETJET Development strategy 2014-2020) based on a comprehensive legal framework and governance system involving the 3 main TVET line Ministries (Ministry of Labour, Ministry of Education and Ministry of Higher Education) as well as the social partners under one national authority (the E-TVET Council).

The action will address the education needs of the students in Jordan, while also promoting a transition process for Syrian refugee children through their integration into the larger Jordanian education system<sup>2</sup>.

**The overall objective is to support Jordan in achieving enhanced social equity and sustainable growth through free and equitable access to quality of primary and secondary education and development of relevant qualified skills for employment.**

### 1.2 Policy Framework (Global, EU)

In a global context, the proposed action supports the realisation of the *2030 Agenda for Sustainable Development* which highlights quality education as a stand-alone goal (SDG 4), and its foundational role to the attainment of other SDGs such as SDG 8 (“promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”, as further reaffirmed by the *Incheon Declaration and Framework for Action for the implementation of Sustainable Development Goal 4*.

Support to education reform is fully in line with the revised *EU-Jordan European Neighbourhood Policy (ENP) Action Plan*, and also reflected in the underlying objectives of the 2011 Joint Communications of the European Commission and of the High Representative of the EU for Foreign Affairs and Security Policy *A partnership for democracy and shared prosperity with the Southern Mediterranean* and *A new response to a changing Neighbourhood*. The *European Neighbourhood Instrument (ENI)* is the key EU financial instrument for bilateral co-operation, whereby bilateral aid follows multiannual programming in a *Single Support Framework (SSF)* which defines the areas of focus for EU assistance, with reliance and stabilisation being the overarching political priorities of the EU co-operation with Jordan. As to education it aims at contributing to the reduction of unemployment amongst Jordanian youth namely through education.

In December 2016, the EU and Jordan adopted *Partnership Priorities* and an *EU-Jordan compact*. The Compact outlines mutual commitments and priority actions addressing the impact of the crisis and seeks to improve the living conditions of refugees temporarily living in Jordan as well as Jordanian citizens. The Brussels III Conference (12-14 March 2019), the EU and the international community renewed their support to the critical efforts the Jordanian government and Jordanian citizens are undertaking in response to the crisis. The importance of long-term support for children affected by the Syrian conflict, including psycho-social support and access to quality education was reiterated.

### 1.3 Public Policy Analysis of the partner country/region

H.E King Abdullah II officially launched the *HRD Strategy* in September 2016 which then came into force in October 2016. This is an overall strategic framework for human resource

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<sup>2</sup> The estimated number of school-aged UNHCR registered Syrian children (6-17 year old) is 212,000. In the school year 2017-2018 more than 130,000 Syrian children were enrolled in formal education (32,569 children in public schools in camps and 97,517 in host communities). The MoE has the overall responsibility for schools but several responsibilities are shared with UNICEF.

development covering all levels and types of education and training to be implemented by all concerned ministries. It calls for an improved level of co-ordination and complementarity amongst the concerned agencies and institutions. It advocates diversification in labour force supply. Enhancing women's participation is established as a priority. It stipulates that the future design and operation of the HRD system, within and across each phase of education and development, should be informed by five key principles entitled (i) Access; (ii) Quality; (iii) Accountability; (iv) Innovation; and (v) Mindset. The *National Strategy for Human Resources Development 2016-2025* defines, inter alia, the objective of ensuring that all children complete equitable and quality primary and secondary education, leading to relevant and effective learning outcomes. The importance of a strong TVET system has been recognised by King Abdullah II and is acknowledged in key plans such as *Jordan 2025* and the *National Employment Strategy*, but also in the HRD which aims to increase by 2025 the number of youth and adults who have relevant technical and vocational skills for employment, decent jobs, and entrepreneurship to a level of 45% of the whole number of education system..

The *Education Strategic Plan 2018-2022 (ESP)*, adopted in 2018 is a key policy document for the entire education sector with six domains i.e. (1) Early Childhood Education and Development (ECED); (2) Access and Equity; (3) System Strengthening; (4) Quality; (5) Human Resources; and (6) Vocational education, including a comprehensive set of 40 Key Performance Indicators (KPIs). This represents a major achievement not only in terms of effective policy development and strategic planning, but also echoes the Ministry of Education's commitment to thorough monitoring including the assessment of quality education delivery.

Past experience has confirmed the **institutional capacity in the Ministry of Education** to be sufficient for policy implementation and absorption capacity. This budget support operation aims at further strengthening existing capacities in Ministry of Education Departments for results delivery.

In 2019, the policy framework of TVET reform has been completed with the adoption of the new *Technical and Vocational Skills Development 2019 Law* which is considered to be a key achievement in the **TVET sector**. By this law, a TVET Skills Development Commission (SDC) will be established benefiting of a large administrative, technical, operational and financial power and autonomy. A TVET Council will be chaired by the Ministry of Labour with the membership of the Ministry of Education, the Ministry of Higher Education and 7 representatives from private sector and social partners. During the first year of the implementation of the TVSDC mandate, an annual action plan will be prepared by the technical committees and submitted to the TVSDC Council for final approval.

In conclusion, the policy framework for education is credible and relevant as per the Education Strategic Plan 2018-2022, clearly shows overall coherence with Jordan's overarching development policy and also supports the objectives of poverty reduction (through education for employment), sustainable and inclusive growth, and democratic governance (through strengthened accountability).

#### 1.4 Stakeholder analysis

The **final beneficiaries** (rights holders) are the Jordanian society at large as all will benefit from an improved education system. **Target groups** are students and trainees of different age

groups, **change agents** benefitting from the programme will be teachers, trainers and education sector workers, as well as the government institutions managing the education system including the TVET systems and institutions.

Key government **stakeholders (duty bearers) at central level** comprise the Ministry of Education officers and staff, particularly from the Directorates of (i) General Education; (ii) Human Resource Management; (iii) Planning and Educational Research; (iv) Supervision and Educational Training; (v) Vocational education; (vi) Special Education; (vii) the Education Quality and Accountability Unit (EQUA); and (viii) the newly established Skills Development Commission as the national TVET authority, which includes the Ministries of Education, Higher Education and Labour (Chair). Ongoing consultations will be facilitated through the Development Co-ordination Unit (DCU) at the Ministry of Education, which has proven very fruitful and beneficial in the past with well-established structures.

Key government **stakeholders (duty bearers) at decentralised level** will include all MoE staff at Field Directorates. Additional stakeholders include educationalists such as school teachers and head teachers, inspectors and teacher trainers, the Government of Jordan partners, Development Partners, and the society at large (civil society, Parent-Teacher Associations [PTAs], education councils, non-governmental organisations (NGOs), Queen Rania Centre (QRC), Queen Rania Teaching Academy (QRTA), the Skills Development Commission (SDC), Jordanian universities and the Higher Council for Persons with Disabilities [HCPD]). As far as the TVET sector is concerned, it includes the vocational education (VE) subsystem of the Ministry of Education.

### 1.5 Problem analysis and areas for support

While the national education system in Jordan can be regarded as well-developed,<sup>3</sup> the education system still faces major challenges in providing education for *all children* residing in Jordan (including refugee children from Syria, Iraq, Palestine and other countries) and particularly improving the *quality* of education service delivery. In terms of **access to education**, and **equity**, the situation for Jordanian boys and girls is significantly better than that of Syrians and others.

External quality monitoring undertaken under the previous budget support programme also showed that **violence** is prevalent in schools, particularly with regard to corporal punishment and bullying by peers, with a significantly higher occurrence in boys' schools and thus the need to keep the "safe school" concept as a priority area for support.

The number of students enrolled in basic and secondary education has exceeded 1.5 million over the last three years, which has resulted in **over-crowding** in some schools and has increased the number of schools operating on double shifts. In addition, the number of **rented schools** increased, which are not equipped by the Ministry of Education with any additional educational facilities (such as libraries, science labs, computer labs) and as such do not provide the same educational quality as permanent ones.

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<sup>3</sup> For Jordanians, the country has achieved universal basic education for both boys and girls, and rates highly in terms of expected years of schooling (13.4 years for females and 12.9 years for males) and mean years of schooling (9.7 for females and 10.7 for males) as of 2015 (*cf.* UNDP Human Development Report 2016, Human Development for Everyone: Briefing note for countries on the 2016 Human Development Report, Jordan, [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/JOR.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/JOR.pdf)).

Furthermore, the number of hours of instruction for children in double shift (Type II)<sup>4</sup> schools has decreased, which affected the **quality of education**. In addition, the **quality of the skills of the teaching force** is not always sufficient to ensure a student-centred and participatory approach to teaching, which also needs to promote **Media and Information Literacy (MIL)**<sup>5</sup> that will greatly contribute to the development of critical thinking skills diversity, pluralism, human rights, and dialogue.

The MoE is committed to providing **teacher training** through the Education Training Centre (ETC). There remains a need to consider alternative ways especially for pre-service teacher training, even with a view to an innovative avenue to elevated qualification e.g. through a specific appropriately certified B.Ed. (Bachelor of Education) course in accredited HE institutions.

Based on the global trends in education for people with disabilities, the Ministry of Education has adopted a comprehensive approach to **inclusive education**. Jordan has signed the *Convention on the Rights of Persons with Disabilities (CRPD)* and has adopted the *Law on the Rights of Persons with Disabilities* by which the Ministry of Education must ensure the right to education for persons with disabilities without discrimination and on an equal basis with others. However, reliable educational data with regard to students with educational disabilities disaggregated by gender have only recently been considered for collection through the OpenEMIS.<sup>6</sup> Further, the limited availability of specialised diagnostic centres for persons with disabilities, the lack of qualified male and female specialists, the absence of appropriate diagnostic tools, and the lack of specialised curricula and appropriate learning environments as well as lack of awareness are major obstacles to inclusive learning.

Main challenges in **TVET** are (i) limited access and pathways; (ii) low quality due to limited participation of industry; (iii) unavailability of consistent standards; (iv) low levels of public funding; (v) limited accountability, with fragmentation among various institutions setting standards for TVET; and (vi) absence of reliable data. The lack of mobility/permeability across the system has had a negative impact on enrolments. The general image of vocational education is poor. The ESP aims to revise the vocational education policy and structure by 2022, to increase the number of students and to diversify the offered courses, in line with market studies and professional guidance to students, with a gender perspective.

The promulgation of the new TVET legislation is clearly an important part of the policy actions to advance the implementation of VET reforms with a new governance model promoting a unique co-ordinating agency at national level. The new Law strengthens the holistic governance of the TVET sector through the set-up of the Technical and Vocational Skills Development Commission. The latter will ensure the matching of the Vocational Education (Ministry of Education), the Vocational Training (Ministry of Labour) and the

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<sup>4</sup> The Jordan education system distinguishes between three types of schools, i.e. Type I: Camp schools (N=47); Type II: Double Shift Schools for Syrian students only (N=204); School Type III: all others (N=3,294). UNRWA schools follow MoE curriculum but have an independent regulations and system.

<sup>5</sup> In line with the *National Strategic Framework to Disseminate Media and Information Literacy 2019-2022*.

<sup>6</sup> The OpenEMIS system provides a comprehensive set of tools for aggregating, analysing, reporting on and disseminating educational data in Jordan and supporting evidence-based policy-making at central, regional and school levels. The OpenEMIS platform has been adapted to the Jordanian educational system and full customised to meet the needs of MoE. Since the beginning of 2018, it is fully government-owned and operates as an integral part of the MoE. Its development was financed through EU support under the previous BS operation.

Technical Education (Ministry of Higher Education) sub-systems with the labour market demand for skills. The TVSDC law has stipulated under its article 4 that TVSDC annual Action Plans will be developed. Relevant for its implementation is to develop leadership capacity in the concerned institutions – the Ministry of Education, Ministry of Labour and the Ministry of Higher Education (MoHE) - promoting inter-ministerial co-ordination, the involvement of social partners and the financing of delivery. As potential employers, actors of the private sector will be involved in the partnerships through the newly created TVET Commission to provide inputs on skills demanded by the labour market and establishing on-work training schemes both for apprentices and for workers wishing to improve in skills. Sector skills councils give social partners a strong voice in developing demand-driven and growth-oriented VET programmes. This will also increase evidence base for policy development.

The Ministry of Education should devolve operational tasks to field levels and concentrate on more strategic tasks, improving multilevel co-ordination. With regard to **decentralisation**, MoE has formed educational development councils at the level of Field Directorates (FDs) and schools to support decentralisation in the management of learning and education processes and enhance involvement of the local community.

In order to strengthen **sector programme planning and management**, the Ministry of Education's EQAU plays a pivotal role, has been identified as a key partner already in the EU-supported Madad programmes and was trained on quality assessment. It is currently responsible for the accountability of public schools and in the future, will also include higher administrative levels such as the directorates of education.

Based on the Government of Jordan priorities as expressed in the six *Domains* of the ESP (as per Section 1.3 above), and in the TVET chapter of the HRD Strategy, the budget support operation will be aligned around **three result areas**, where the most substantial added value can be expected in light of the support already provided by other donors.<sup>7</sup> In line with the problem analysis, the key focus of this action is to provide support to **improved quality education, improved access, including by ensuring equity, and improved sector governance and management**. Each result area contains a number of selected objectives. **TVET is considered as a cross-cutting issue for all the Result Areas.**

The achievement of the objectives will be further strengthened by the provision of complementary support as further described in Section 4.

## 1.6 For budget support actions only

### 1.6.1 *Fundamental values*

Jordan has ratified the 6 major international conventions related to protection of human rights. However, Jordan has not ratified a number of optional protocols, inter alia the Optional Protocol to the Convention against Torture, the 1<sup>st</sup> and 2<sup>nd</sup> Optional Protocols of the International Covenant on Civil and Political Rights, the International Labour Organisation (ILO) convention No 87, No 169, No 189, and the Conventions on refugees and stateless persons. Jordan expressed reservations on a few articles of the UN Convention on Elimination of All Forms of Discrimination against Women and on the Convention of the Right of the

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<sup>7</sup> In particular, Domain 1 (ECED) is excluded due to the substantial support provided especially by the World Bank and DfID.

Child. Jordan is the only country in the region that has offered a standing invitation to all UN Special Rapporteurs. Yet, the Committee on the Right of the Child has underlined important weaknesses in terms of legislation, institutions and allocation of resources that have prevented the implementation of the Convention.

Jordan has ratified the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), but has entered reservations to articles 9, paragraph 2 and 16. The 2011 revised Constitution did not include 'gender' as a ground of discrimination. There has been no follow-up to the recommendations of the UN Committee on the Elimination of Discrimination against Women, and most major issues on women's rights remain unresolved. Despite a good literacy rate, and a presence of female students in higher education equivalent to male, women's engagement in the local workforce stands at around 14%, one of the world's lowest.

This low position is mainly due to poor economic participation. Discriminative clauses against women notably on personal status law are included. However, the recent progress on gender issues (abolition of article 308 - on the persecution of rapists - and modification of other related articles, and the passing of the August 2017 law on violence against women) represent the latest signal of political resolve. Jordan seems genuinely committed to reforming its legislation to address domestic violence, improving equal opportunities for women and taking measures to combat gender discrimination. Accompanying legislative reform with real changes to long-standing societal attitudes remains a long-term challenge.

Jordan endorsed 147 recommendations out of 226 made by the UN's Human Rights Council (UNHRC) at the Kingdom's Universal Periodic Review (UPR) representing a formal commitment to move forward with advancing human rights in the Kingdom. In this regards, the promotion of and the respect for human rights constitutes an essential element of the relations between the EU and Jordan. It is reflected through regular dialogue in multilateral and bilateral frameworks, as well as specific actions including in support of civil society, pluralistic media, gender equality and women's rights. In line with Jordan's continued reform process and despite regional turbulence, the EU and Jordan continue to work together with the aim of further strengthening human rights. Fully acknowledging Jordan's security concerns and objectives, most recently in the context of the EU-Jordan sub-committee on human rights (February 2018) the EU has confirmed that security and human rights objectives are mutually reinforcing. Finally, in relation to the right of access to skills as path to employability, employment and decent work, Jordan ratified the Convention No. 142 of the International Labour Conference, concerning vocational guidance, training and human resources development and the International Recommendation No. (195) relating to this Convention.

### **1.6.2 *Macroeconomic policy***

The Government of Jordan pursues credible and relevant stability-oriented policies aiming at maintaining fiscal and financial stability. This commitment was demonstrated by the completion of the second review of Jordan's arrangement with the International Monetary Fund (IMF) under the Extended Fund Facility (EFF) in May 2019. The IMF-supported economic programme aims at advancing fiscal consolidation to enhance public debt sustainability and implementing structural reforms to boost inclusive economic growth.

Real GDP (Gross domestic product) growth was lower than expected in 2018 at 1.9 percent. Regional instability continues to weigh heavily on growth but an increase in tourism and the reopening of trade with Iraq have potential to lift economic activity. The Government's outreach to potential investors and financial support from partner countries at the February 2019 London Initiative can give further impetus to the economy provided that the

Government implements its reform agenda. Nevertheless, real GDP growth is forecast to pick up only slightly in 2019 to about 2.2 percent, still insufficient to reduce unemployment substantially from 18 percent in 2018.

The efforts to rein in the increasing deficit in the combined public sector balance (including the electric power company NEPCO and the Water Authority of Jordan) proved difficult in 2018. Although the level of gross public debt at 94.4 percent of GDP (end-2018) is assessed as sustainable in the recent Debt Sustainability Analysis (DSA May 2019), the risks are substantial. Implementation of the new Income Tax Law together with strengthening of tax administration is critical for domestic revenue mobilisation but other measures are needed. In this respect implementation of the Financial Sustainability Roadmap for the power sector is crucial.

The Central Bank of Jordan is focused on maintaining an adequate level of international reserves to support the Jordanian dinar's dollar peg. The balance of payments is improving in the current account, but the inflow of foreign direct investment is still subdued. The Central Bank has increased interest rates shadowing the increases in US dollar rates but is also focused on providing supportive credit conditions to the economy through the National Financial Inclusion Strategy.

The current arrangement with the IMF was extended until March 2020 and the Government has stated its policy commitments for the completion of the pending two reviews of the programme by then, potentially leading to a new arrangement thereafter.

### **1.6.3 Public Financial Management (PFM)**

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

The main priorities of the Government are:

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

Jordan has continued to make progress and the most recent improvements include:

- Adoption of the new Audit Bureau Law which enhances the independence of the Audit Bureau;
- Adoption of the new Income tax Law which is expected to expand the tax base and address tax evasion;

- Adoption of the new Public Procurement By-Law which for the first time establishes a common legal framework for public procurement and sets legal provisions for an independent complaint and dispute settlement; and
- Submission to the parliament of a new draft Organic Budget Law which, when adopted, will provide more detailed and rational description of the roles and processes in Public Financial Management.

The Government has taken a mix of tax policy and tax administration measures to increase domestic resource mobilisation. Domestic revenue is projected to increase by about one percentage point of GDP from 23 percent of GDP in 2018 provided that the measures are implemented effectively. The tax system remains however unbalanced with its main burden put on indirect taxes.

#### **1.6.4 Transparency and oversight of the budget**

The Government of Jordan has met the entry point of the general condition on transparency and oversight of the budget as it is defined in the EU Budget Support Guidelines of December 2017. The Government of Jordan has in fact published the enacted budget of the past budget cycle (2018) within the same fiscal year.

The budget proposal for 2019 was endorsed by Cabinet on 28 November 2018 and was published on the General Budget Department (GBD) website the following day. The final Budget Law was published on 27 January 2019.

The Open Budget Survey 2017 (the latest one available) Jordan scored 63/100 on budget transparency (substantially higher than the world average of 42). This puts the country in the category of those providing substantial budget information.

As for budget oversight by the legislature Jordan scored 41/100. This score reflects that the legislature provides limited oversight during the planning and the implementation stages of the budget cycle. The score on the oversight by the Supreme Audit institution is lower (28/100) because of the limited independence and resources of the Audit Bureau. However, it should be noted the Audit Bureau Law was amended by the Parliament in September 2018 with some positive elements to enhance the independence of the institution in line with INTOSAI standards.

## **2 RISKS AND ASSUMPTIONS**

Overall average risk levels for the provision of Budget Support to the Government of Jordan remains moderate. The identified remaining risks are mitigated through regular political and policy dialogue and using efficiently all the tools the EU has at its disposal, in particular the broad range of on-going programmes in the key sectors defined in the EU Jordan Partnership Priorities.

<b>Risk Matrix</b>		
<b><i>Risks</i></b>	<b><i>Risk level (H/M/L)</i></b>	<b><i>Mitigating measures</i></b>
Political risk	<b>M</b>	Political dialogue, including within the framework of the EU-JO Association

<b>Risk Matrix</b>		
<i>Risks</i>	<i>Risk level (H/M/L)</i>	<i>Mitigating measures</i>
		Committee
Macroeconomic risks	<b>M</b>	IMF programme under the Extended Fund Facility (EFF) which provides incentives to ensure that macro-economic and financial policies remain sound, reforms on track and that fiscal buffers and reserves remain adequate. EU Macro Financial Assistance II. Policy dialogue, also jointly with other development partners.
Staff turn-out in the MoE, limited capacity to recruit (all new recruitments to go through the Civil Service Bureau).	<b>M</b>	Support to MoE including TA will give preference to capacity building and knowledge transfer in MoE.
Need to ascertain credible and reliable costing of the ESP.	<b>M</b>	Increased policy dialogue with MoE and set up of a specific PFM Committee. Financial reporting now included in MoE reviews Technical assistance to facilitate PFM reforms has been provided by the EU (under the PFPA and SIGMA); by USAID (under the Fiscal Reforms and Public Financial Management - FRPFM) and by the IMF (METAC).
EQUA not in a position to monitor the pilot 100 schools with regard to quality performance standards, in continuation of previous quality indicator 2b in the Common Results Framework; this serves as a foundation for assessing KPI 26 foreseen as a disbursement-linked indicator under this BS programme	<b>M</b>	The first survey exercise undertaken in April-June 2019 has yielded positive experiences with regard to EQUA participation. Full transfer of responsibilities after the initial survey still poses a medium risk, which can only be fully assessed after completion of the second survey exercise. However, this could be further mitigated by the provision of TA to the EQUA; and pursue methodological approach.
MoE is not capable to align VE with the other TVET sub-systems i.e. Vocational Training and Technical Education, in terms of governance and performance in relation to the skills demand of the labour market.	<b>M</b>	MoE is fully engaged in the establishment and operations of the Skills Development Commission including increasing of the quality of its training offer based on the utilisation of tools and approaches common to all the TVET sector
The new TVET-SDC Law covering also the VE subsystem, in order to	<b>M</b>	The TVET-SDC is supported in the context of this action at the earliest stage

<b>Risk Matrix</b>		
<i><b>Risks</b></i>	<i><b>Risk level (H/M/L)</b></i>	<i><b>Mitigating measures</b></i>
have the desired impact on the TVET system in Jordan requires an immediate operationalisation that starts with the definition of roles, responsibilities, functions and related resources.		to draft the by-laws and regulations that will operationalise the law such as TVET funding, harmonised Training of Trainers and Curriculum Development, Accreditation and quality management, M&E system and Sector Skills Commission.
Absence of reliable data for out-of-school children (OOSC) including drop-outs and voluntary repatriation (VR) to Syria.	<b>L</b>	Further policy dialogue with both MoE and education donor group, especially UNICEF; ECHO following on returns with UNHCR. ,
MoE cannot secure sufficient funding for necessary construction works, while a new Rationalisation report (an instruction by the Minister to identify and close Type II schools to decrease its proportion as per ESP commitments) is expected June 2019.	<b>L</b>	Based on donor consultations, in particular KfW appears to be willing to continue supporting construction. The ongoing MADAD funded project implemented by KfW foresees the construction of 10 schools.
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>• The political situation in Jordan remains stable, and the Ministry of Education maintains its commitment towards the ESP (including its current supportive position towards the acceptance of refugee students) and transition efforts and the new TVET-SDC Law.</li> <li>• The communication strategy will allow engaging stakeholders and will enhance attainment of results.</li> <li>• The Ministry of Planning and International Co-operation (MoPIC) and the Ministry of Finance (MoF) are closely associated to this action.</li> <li>• MoE and TVET-SDC receive from Treasury in time 100% of the transferred tranches in order to support their own planning.</li> <li>• Strong donor co-operation and co-ordination continues, with donors delivering on their commitments (including pledges with regard to construction).</li> </ul>		

### **3 LESSONS LEARNT AND COMPLEMENTARITY**

#### **3.1 Lessons learnt**

For over 10 years, the European Union has been one of the most significant partners of the Ministry of Education in supporting its efforts to respond to the needs of the education sector, particularly – in recent years – with regard to the Syrian refugee crisis<sup>8</sup>. The EU has also been

<sup>8</sup> The most recent budget support programmes under ENI/2014/037-650 and ENI/2015/38501 covered the school years 2015-2016 and 2016-2017, with a total financing of EUR 52,5 million, and under TF-MADAD/2017/T04.66 covering the school years 2017-2018 and 2018-2019 for schools in a refugee camp environment with a total financing of EUR 23,9 million. The next BS operation (total amount of AD 40

a major development partner for the TVET Sector in Jordan, by supporting the TVET reform process through the Skills for Employment and Social Inclusion Programme (SESIP) - ENI/2014/033-672.

Main lessons learnt from the past budget support operations in the education sector similarly to those related to the BS to E-TVET refer to (i) the importance of availability of reliable baseline data, clearly formulated and measurable targets; (ii) the importance of quality monitoring and a strong underlying M&E system; and (iii) the importance of close co-operation of identified supporting partners with the Ministry of Education. This has been continuously reflected in the assessment reports both for the previous BS programmes and the implementation reports of the *Common Results Framework (CRF)*.<sup>9</sup>

Lessons learnt informed the drafting of the current BS intervention, also taking into account (i) experiences from the monitoring of the CRF; and (ii) research work in connection with the preparation of the current ESP, especially with regard to UNESCO-supported work on the formulation of KPIs. This has been taken on board by involving the EQAU as a key agent for securing quality assessments on the basis of the comprehensive monitoring framework included in the ESP (with specific reference to the selected KPIs which will be used to assess the achievements under this BS operation).

In terms of complementary support, co-operation with the *Madrasati Initiative*<sup>10</sup> proved fruitful, particularly with regard to rising quality scores for students' personal development (in the future incorporating school care and support, students' behaviours, safety issues). In reference to the support to UNESCO for the development of the OpenEMIS until its handing-over to the Ministry of Education in the beginning of 2018, the project made a strong contribution to its overall development objective of improving education planning and management in Jordan<sup>11</sup>.

Lessons learned from the complementary support to the TVET BS point to the need to sustain for the entire duration of the HRD Strategy, the effort towards an holistic governance of the

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million), school years 2019-20 and 2020-21, supports the education needs of children in camps, paying tuition fees and textbooks, salaries of teachers administrators and supervisory unit staff, schools services and operational costs. Complementary support through UNICEF will finance Syrian staff (that MoE cannot finance directly) and promote the elaboration of a transition and sustainability strategy of vulnerable children (eg. Syrian, Dom) for the formal education system through the Makani Centres, and also supporting retention.

<sup>9</sup> The CRF was jointly developed in 2016 by MoE and donors in response to the urgent need of donors for joint monitoring when delivering the *Accelerating Access to Quality Formal Education for Syrian Refugee Children* through *The Jordan Compact Education Fund (JCEF)*. It was designed as an interim Performance Assessment Framework (PAF) pending the development of a comprehensive ESP. As from May 2018, the needs of the CRF have been continuously integrated into the central MoE monitoring and reporting on the basis of the new ESP. The supervision of the implementation of this CRF is being done by the EU within the framework of the budget support interventions so far funded, currently through EU Regional Trust Fund in Response to the Syrian Crisis. In a workshop held in February 2019 it was agreed to revise/update some indicators in the CRF.

<sup>10</sup> The Quality Performance Score (QPS) for Students' Personal Development increased by 9.9% between May 2017 and December 2018 which is significant.

<sup>11</sup> The key lessons learnt refer to the need (i) to identify suitable MoE counterparts for strengthening the link between EMIS data and its utilisation for evidence-based policy formulation; (ii) to incorporate broader institutional support for building a culture of evidence-based policy making in MoE; and (iii) to ensure the project is co-ordinated and aligned with other donor support to MoE relating to planning, M&E, research and evidence-based policy making.

TVET system of which the Ministry of Education vocational education is integral part, and related strategies and tools together with a more structured involvement of the private sector from governance to implementation.

### 3.2 Complementarity, synergy and donor co-ordination

In relation to the parallel BS programme of the *EU Regional Trust Fund (TF) in Response to the Syrian crisis* (EUR 42 million drawn from the EU TF) which primarily focusses on increasing the enrolment of out-of-school Syrian refugees and vulnerable children in formal education, while enhancing the capacity of the education system for Syrian refugee children particularly in camp environments, the present proposed action will provide complementarity through its specific focus on **quality issues within a comprehensive national context**.

With regard to quality monitoring, the proposed action will benefit from complementarities created during previous EU programmes, when the EQAU has been prepared for taking over the quality monitoring previously undertaken by EU-funded external experts, and also from the TVET M&E system developed for the current Employment and TVET Council with the complementary support (TA) of the TVET Budget Support.

ECHO is seeking to address the various barriers to education linked to the humanitarian context, creating a safe and protected quality learning environment, while promoting social cohesion. EiE projects currently funded by ECHO in Jordan total EUR 11.9 million and are implemented by NGO partners.

Due to its sector-wide holistic approach, the inclusion of vocational education creates complementarity to the ongoing TVET BS operation, SESIP, due to end in November 2019, but whose TA will be extended until December 2020 particularly with its focus on TVET Governance, quality, access, labour market systems and measures for social inclusion. In the absence of a follow-up programme for the TVET sector, this BS programme will ensure the continuation of efforts in support of the TVET reform that includes vocational education subsystem along the Vocational Training and Technical Education ones.

There is complementarity with the TF Qudra Project on vocational education *Resilience for Syrian refugees, IDPs and host communities in response to the Syrian and Iraqi crises*, a regional action financed by the *Madad* Fund and the German Federal Ministry for Economic Co-operation and Development (BMZ), seeking to **strengthen the resilience** of Syrian refugees, internally displaced persons (IDPs) and host communities. Secondly, the strong partnership between the EU Delegation in Jordan and UNESCO Amman Office on *Media and Information Literacy* (MIL) over the past 6 years has greatly contributed to **create a momentum for MIL in Jordan**, as also reflected in the Government of Jordan's priorities plan *Al-Nahda 2019-2020* which officially adopted a strategic framework to disseminate MIL in the basic and higher education system.<sup>12</sup>

In terms of donor co-ordination, bi-monthly co-ordination meetings take place in the *Donor Co-ordination Group for Education* which supports Jordanian education through overall policy dialogue, also with a specific focus on the Syrian refugee situation and on school construction, as foreseen in the ESP. The group is presided by DfID with USAID as co-chair,

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<sup>12</sup> Main competencies will include improving critical thinking skills, and access to the right sources of information aiming at building a community that respects diversity, pluralism, human rights, and dialogue. It is further expected that MIL concepts will be incorporated in the curriculum of National and Social Education subject, for 7<sup>th</sup> and 8<sup>th</sup> grades, and in the curriculum of ICT for 10<sup>th</sup> grade.

and its members comprise, next to the EU, Australia, Canada, KfW/GIZ, Norway the United Kingdom, UN agencies and USAID. Donors confirmed the sound alignment of the proposed budget support programme with their own initiatives. Synergies can be expected especially in the areas of (i) better quality; (ii) improved safety of school environments (“safe school concept”, UNICEF); (iii) stronger decentralisation; (iv) intensified involvement of parents and local communities (also through School Development Plans, strongly supported by Canada); (v) Vocational education (Italy, GIZ), (vi) teacher training (USAID, World Bank) and (vii) disabilities (GIZ).

The TVET sector, that includes VE, has also developed an intra-donor co-ordination mechanism which supports the implementation of the Donor Co-ordination Strategy developed by the TA to the TVET BS and adopted by the ETVET Council. In addition to the above donor, an important role and synergy exists with the ILO.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Overall objective, specific objective(s) and indicative activities**

**The overall objective is to support Jordan in achieving enhanced social equity and sustainable growth through to free and equitable access to quality of primary and secondary education and development of relevant qualified skills for employment.**

At the **impact level**, this will make an important contribution towards **developing a workforce with the skills, qualifications, capabilities and behaviours necessary to achieve Jordan’s economic and societal ambitions.**

The **specific objectives** are: Improved learning outcomes (Result Area 1); Improved completion of inclusive and equitable primary and secondary education (Result Area 2); and a more effective, efficient and resilient Education system (Result Area 3) both in general education and in TVET. The indicative **supported activities under Budget Support** are listed below, aligned to the ESP, according to the three Results Areas (ESP Domains related to the Results Area are stated in brackets) **according to their role with regard to overall system strengthening with a key focus on increasing quality and equitable access.** Finally, it also ensures continuity to the TVET reform effort initiated by the EU TVET BS, with particular concern to a holistic governance of the TVET system of which vocational education is an integral part.

#### **4.1.1 Budget Support: induced outputs**

The indicative activities which will fall mostly under BS will be:

##### **Results Area 1 – Improved quality (Domain 4/5: Quality/Human Resources)**

Main indicative activities will be aiming at improving school performance, relevance and quality of the skills of the teaching force and the quality of vocational education provision.

##### **Results Area 2 – Improved access and equity (Domain 2: Access and Equity)**

Main indicative activities to attain this result will address issue of universal and equitable participation, will aim at strengthening inclusive and special education and tackle social inclusion in vocational education, also through a gender lens.

##### **Results Area 3 – Improved governance & management (Domain 3: System Strengthening)**

Main indicative activities will address education decentralisation and school management leadership, tackle sector program planning and management and create pathways leading from vocational education to vocational training.

#### 4.1.2 Complementary Support

Complementary Support includes

- (i) TA seconded to the Ministry of Education, with an advisory and capacity building role, quality monitoring (particular focus also on EQAU and ETC) and TVET M&E and external validation/benchmarking;
- (ii) Continued support to the *Madrasati* Initiative through an approach focussing on strengthening community participation and direct involvement, scaling up the ongoing intervention which aims at enhancing quality of education and decreasing dropout rates in double shift schools, strengthening thereby the provision of education to Syrian refugee children and their host communities; and
- (iii) Continued support to OpenEMIS, the database of the sector.

#### 4.2 Intervention Logic

The **induced outputs** of the proposed action will lead to the outcomes as defined by the three Result Areas.

**Direct outputs** as a direct consequence of the deployment of budget support inputs (i.e. financial transfers, policy dialogue, disbursement conditions, complementary support measures including technical co-operation) relate to an increased predictability of funds by the Ministry of Education over the four-year period of the programme, reduced transaction costs, improved capacity, a more aligned and co-ordinated policy dialogue and an overall conduciveness to support education sector reform as envisaged by the ESP and TVSDC law. Further, anticipated support specifically to ETC and EQAU will create improved monitoring and reporting mechanisms.

ET reform as envisaged by the HRD Strategy. Further, anticipated support specifically to ETC and EQAU will create improved monitoring and reporting mechanisms.

This can be summarised in a holistic and sector-wide **Theory of Change** which sees the overall improvement of the skills and qualifications of the population (in line with the priorities of the HRD and ESP 2018-22) in terms of improved learning outcomes based on highly relevant *quality* education provision, completion of inclusive and equitable education and a more efficient and effective education system including TVET, with increased relevance of skills to the labour market.

This will be achieved at the service delivery level of the school through improved school management (combined with stronger direct involvement of rights holders in a framework of enhanced decentralisation, safer and more accessible and inclusive schools for vulnerable populations such as refugees and the disabled) and at the level of the education management system through the setup of the quality and accountability assurance system through EQAU, a stronger M&E system with the support to OpenEMIS and the improved management of teaching resources.

#### 4.3 Mainstreaming

The proposed action builds upon the created linkages of the preceding BS action to the *Jordan Response Plan* (JRP) 2016-2018 that explicitly adopts a **resilience-based approach** to respond to and mitigate the effects of the crisis on Syrian refugees and Jordanian people, host communities and institutions. The EU applies a human rights based approach.

The *Strategy for mainstreaming gender equality in Education 2018-2022* is an annex to the ESP 2018-22. The action significantly contributes to mainstreaming resilience and gender equality, and also to promoting a violence-free school environment. The action's focus on strengthening school leadership and management contributes to capacitating the key catalysts in school for creating a safer school environment for both girls and boys. OpenEMIS allows for gender-disaggregated data.

#### 4.4 Contribution to SDGs

This programme is relevant for contributing to the achievement of the Sustainable Development Goals (SDGs) of the *Agenda 2030 for Sustainable Development*. It contributes primarily to the progressive achievement of *SDG 4 Quality Education* but also promotes progress towards *SDG 5 Gender Equality*, *SDG 8 Decent Work and Economic Growth*, and *SDG 10 Reduced Inequalities*.

### 5 IMPLEMENTATION

#### 5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the Government of Jordan for Budget Support and Technical Assistance to the Ministry of Education.

#### 5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

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

#### 5.3 Implementation of the budget support component

##### 5.3.1 Rationale for the amounts allocated to budget support

The amount allocated for the budget support component is EUR 60 million, and the one allocated for complementary support is EUR 5 million. This amount is based on assessments of the needs in the sector and comprehensive technical assistance for capacity building necessary for a successful implementation of the programme.

Around 50% of the budget support will be paid in fixed tranches over a period of four years. This relatively high proportion is justified due to the exclusive focus on Government KPIs to which the BS operation fully subscribes. The fixed component will provide additional incentive for the Government of Jordan to focus on the implementation of the overall education reform, incentivise sector policy dialogue and confirm alignment with national system. The final determination of targets in the Financing Agreement will take into account the impact generated by the BS contribution.

### 5.3.2 *Criteria for disbursement of budget support*

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

- Satisfactory progress in the implementation of the Education Strategic Plan 2018-2022 and in the adoption and subsequent implementation of the Technical and Vocational Skills Development Council (TVSDC) action plan, and continued credibility and relevance of both plans or any successor plan;
- Maintenance of a credible and relevant stability-oriented macroeconomic policy or progress made towards restoring key balances;
- Satisfactory progress in the implementation of reforms to improve public financial management, including domestic revenue mobilisation, and continued relevance and credibility of the reform programme;
- Satisfactory progress with regard to the public availability of accessible, timely, comprehensive and sound budgetary information.

b) The **performance indicators** for disbursement of the variable tranches are linked to the achievement of specific targets related to the ESP key performance indicators and to the implementation of the TVET-SDC Law. The component related to this law will utilise performance indicators different from the ESP KPIs.

KPIs that may be used for variable tranches indicatively include<sup>13</sup>:

Results Area 1 – Improved quality

Results Area 2 – Improved access and equity

Results Area 3 – Improved governance & management

The chosen performance indicators and targets to be used for disbursements will apply for the duration of the action. However, in duly justified circumstances, the Ministry of Planning and International Co-operation (MoPIC) may submit a request to the Commission for the targets and indicators to be changed. Note that any change to the targets should be agreed ex-ante at the latest by the end of the first quarter of the assessed year. The agreed changes to the targets and indicators shall be agreed in advance and may be authorised in writing (either through a formal amendment to the financing agreement or an exchange of letters). In case of a significant deterioration of fundamental values, budget support disbursements may be suspended, reduced or cancelled, in accordance with the relevant provisions of the financing agreement.

The amount of the variable tranches will depend on the performance related to each indicator. The indicative schedule of disbursements is summarised in the table below:

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<sup>13</sup> All performance indicators related to primary and secondary education (including vocational education) will be taken from the Education Strategic Plan 2018-2022 and its specific Key Performance Indicators (KPIs) contained in Annex 3 of the ESP.

Indicative disbursement timetable (in million EUR)																	
Jordan Fiscal Year  Type of tranche	Year 1 – 2020 School Year 2020/21				Year 2 – 2021 School Year 2021/22				Year 3 – 2022 School Year 2022/23				Year 4 – 2023 School Year 2023/24				TOTAL
	Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	
First tranche: First fixed tranche				7.5													15.0
Second tranche: First variable tranche				7.5													
Third tranche: Second fixed tranche								7.5									15.0
Fourth tranche: Second variable tranche								7.5									
Fifth tranche: Third fixed tranche												7.5					15.0
Sixth tranche: Third variable tranche												7.5					
Seventh tranche: Fourth fixed tranche																7.5	15.0
Eighth tranche: Fourth variable tranche																7.5	
<b>TOTAL</b>				<b>15</b>				<b>15</b>				<b>15</b>				<b>15</b>	<b>60</b>

Yearly annual performance reviews will be performed by the Ministry of Education and the TVSD Council and will be documented in the *Annual ESP Assessment Reports* and the *TVSD Council Report*. Government counterparts will report on sector performance and progress in policy implementation and on jointly-agreed outputs/outcomes, particularly with regard to the KPI targets and the TVET. The review will make use of existing monitoring and reporting systems which may be upgraded through complementary support (see 5.8 below).

### 5.3.3 Budget support details

Budget support is provided as direct untargeted budget support to the national treasury. The crediting of the Euro transfers disbursed into Jordanian Dinars (JOD) will be undertaken at the appropriate exchange rates in line with the relevant provisions of the financing agreement. Budget support will be covered by EU contribution to both the AAP 2019 and AAP 2020.

## 5.4 Implementation modalities for complementary support to budget support

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>14</sup>.

Complementary support will be covered by EU contribution to the AAP 2019.

### 5.4.1 Grants (*direct management*):

#### (a) Purpose of the grant(s)

As per the progress report on identified indicators of the Common Results Framework (15 February 2019), it is recommended that Ministry of Education focusses on improving educational quality with a particular focus on *Students Personal Development and Well-Being*, notably through improved parental participation in the school committees. Therefore, a grant will be awarded with the objective of strengthening community participation and direct involvement within the framework of MoE's *School and Directorate Development Programme* (SDDP). It will scale up the ongoing intervention, which aims at enhancing quality of education and decreasing dropout rates in double shift (Type II) schools, strengthening thereby the provision of education to Syrian refugee children and their host communities. This will be directly linked to the composite indicator (KPI 23) on "safe school environment".

#### (b) Type of applicants targeted

The targeted applicants will be civil society organisations responding to the following tentative criteria:

- i/ proven successful experience in working with the Ministry of Education;
- ii/ specific mandate by the Ministry of Education to work in the framework of the decentralisation of education sector on strengthening community participation and direct involvement, through a signed Memorandum of Understanding (MoU);
- iii/ good results of previous interventions ascertained by an independent external evaluation;
- iv/ engagement in areas such as school care and support, students' behaviours, and safety issues at the core of this action (scaling up the still ongoing intervention which aims at enhancing quality of education and decreasing dropout rates in double shift schools, strengthening thereby the provision of education to Syrian refugee children and their host communities).

### 5.4.2 Procurement (*direct management*)

A Technical Assistance (service contract) embedded in the The Ministry of Education to provide advice, capacity, quality monitoring (particular focus also on and EQAU and ETC). It might become necessary to launch a call for tenders with a suspension clause before the adoption of the FA, in order for the TA team to be in place immediately at the commencement of the action. TA will play an advisory and capacity building role, assisting quality

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<sup>14</sup> Cf. [www.sanctionsmap.eu](http://www.sanctionsmap.eu). It should be noted 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.

monitoring, and TVET M&E. The preferred TA modality will be long-term TA over 4 years, supported by targeted short-term TA according to need. The TA dedicated to the TVET component will align with the ongoing TA and technical co-operation projects in TVET as indicated in the TVET Donor Mapping by GIZ.

#### **5.4.3 Indirect management with an international organisation**

A part of this action may be implemented in indirect management with the United Nations Educational, Scientific and Cultural Organisation - UNESCO. This implementation entails the support to OpenEMIS, and is directly linked to Results Area 3 (Improved governance & management), Domain 3 (System Strengthening), specifically with regard to (i) the enhancement of education decentralisation & school management/leadership; and (ii) the strengthening of sector programme planning and management. UNESCO's mandate of co-operation with the Ministry of Education covers 3 areas: i) data collection, compilation and management ii) data analysis and generation of evidence-based policy recommendations iii) data use for evidence-based decision making and policy formulation.

The envisaged entity has been selected using the following criteria: while OpenEMIS is fully owned by government and managed by the Ministry of Education, UNESCO has acted successfully as the *service provider* for ongoing capacity building activities for EMIS staff. It is therefore advantageous to maintain UNESCO as training provider – as requested by the Ministry of Education - until such a time that sufficient capacity will have been built within the EMIS department to fully take over responsibility for all capacity building activities. Such handing-over of training responsibility from UNESCO to MoE can then be expected by the end of the current BS operation and a clear exit strategy should be designed. Therefore, and also following up on previous support by EU under the previous Budget Support operation, a contribution agreement will be signed by the European Commission with UNESCO to continue their support to OpenEMIS.

### **5.5 Scope of geographical eligibility for procurement and grants**

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

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

### **5.6 Indicative budget**

<b>Module</b>	<b>EU Contribution AAP 2019 (amount in EUR)</b>	<b>EU Contribution AAP 2020 (amount in EUR)</b>	<b>Indicative third party contribution</b>
Budget support (see Section 5.3)	<b>40.000.000</b>	<b>20.000.000</b>	N.A.
Grant (see Section 5.4.1)	1.000.000	0	N.A.
Procurement (Direct Management)	2.600.000	0	N.A.

<b>Module</b>	<b>EU Contribution AAP 2019 (amount in EUR)</b>	<b>EU Contribution AAP 2020 (amount in EUR)</b>	<b>Indicative third party contribution</b>
(see Section 5.4.2)			
Indirect management with UNESCO through a Contribution Agreement (see Section 5.4.3)	1.000.000	0	N.A.
Evaluation, and Audit/ Expenditure verification (see Sections 5.9 and 5.10)	200.000	0	N.A.
Communication and visibility	100.000	0	
Contingencies	100.000	0	N.A.
<b>Total</b>	<b>45.000.000</b>	<b>20.000.000</b>	<b>N.A.</b>

### 5.7 Organisational set-up and responsibilities

Regular policy dialogue between development partners will take place with MoE (Minister, DCU, technical) and TVET-SDC.

The Ministry of Planning and International Co-operation (MoPIC) is the signatory of the Financing Agreement and the project supervisor, with overall responsibility for co-ordination with the EU and the various stakeholders involved. It is also responsible for facilitating the monitoring and appraisal missions to be conducted in the framework of this programme.

A Programme Steering Committee (SC) will be formed and will meet at least two times a year to endorse strategic orientations, oversee programme execution, and facilitate implementation of the activities. The SC will be chaired by MoPIC operating as a secretariat. It will include representatives from the Government institutions identified in section 4.2.2 and the EU Delegation as observer; and its composition will reflect the variety of internal and external stakeholders in the programme.

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

### 5.8 Performance and Results 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 Ministry of Education and the Ministry of Labour shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular bi-annual progress reports and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Education Strategy by the Ministry of Education (utilising

EMIS data and data/reports generated by the EQAU) and the TVET HRD Strategy (by the TVSD Council for the part concerning the new Law implementation).

SDG indicators and, if applicable, any jointly agreed indicators as for instance per joint programming document should be taken into account.

The reports shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action, making use of an agreed monitoring framework including relevant baselines and targets (for which detailed definitions will be finalised before the signature of the Financing Agreement).

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

## **5.9 Evaluation**

Having regard to the nature of the action, a final evaluation will be carried out for this action or its components. As regards budget support, the EU Delegation reserves the right to perform an evaluation at the end of the implementation. Evaluation services may be contracted under a framework contract.

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

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

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

## **5.10 Audit**

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

It is foreseen that audit services may be contracted under a framework contract.

## **5.11 Communication and visibility**

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation, by the Technical Assistance Team embedded in the Ministry. It will take up

lessons learned from specific commitments on communication and visibility at general and sector level.

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

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

A service contract may be procured to ensure communication and visibility of the programme in co-ordination with the key stakeholders of the Government of Jordan and civil society.

## APPENDIX 1– INTERVENTION LOGIC TABLE (FOR BUDGET SUPPORT)

The table may evolve further over the implementation of the budget support contract. The indicators, baselines and targets are indicative and may be updated and the list shortened during the implementation of the action without an amendment to the financing decision. However, once the Financing Agreement is signed, any change applying specifically to the performance indicators and targets used for the disbursement of variable tranches must abide by the relevant provisions of the Financing Agreement.

Note also that **indicators will be disaggregated by sex, disability and geographical area where possible to address equity.**

	Results chain	Indicators <sup>15</sup>	Baselines <sup>16</sup> (year)	Targets <sup>17</sup> by the end of the budget support contract	Sources of data
<b>Overall objective: IMPACT</b>	<b>The overall objective is to support Jordan in achieving enhanced social equity and sustainable growth <i>through to free and equitable access to quality of primary and secondary education and development of relevant qualified skills for employment.</i></b>	1. Number of students enrolled in education, disaggregated by gender, nationality, disability ** 2. Literacy rate of 15-24 year-olds ** 3. Unemployment rate of youth (under 30 years old) with university education *	1. (2018): 1,344,102 Students, thereof 134,121 Syrians; 2,078 with disabilities  2. (2018): 99.11%  3. (2014) 28% (HRD Strategy 2016-2025)	1. TBD thereof TBD Syrians, 3,000 with disabilities  2. 99.5%  3. (2021): 24% (HRD Strategy 2016-2025)	MoE reports, EMIS, UNESCO UIS  HRD Strategy

<sup>15</sup> Indicators aligned with the relevant programming document marked with '\*' and indicators aligned to the EU Results Framework marked with '\*\*'. Indicators used within variable tranches flagged in **bold**.

<sup>16</sup> Baselines in this table refer to ESP KPIs used within variable tranches (flagged in bold), according to the **updated baselines for 2018** as contained in the MoE Summary Report *2018 Education Strategic Plan Accomplishments*, based on the 2018 ESP Annual Assessment Report.

<sup>17</sup> Targets will need to be updated when drafting the Financing Agreement.

	Results chain	Indicators <sup>15</sup>	Baselines <sup>16</sup> (year)	Targets <sup>17</sup> by the end of the budget support contract	Sources of data
<b>Specific objectives: OUTCOMES</b>	<p>SO1 Improved learning outcomes</p> <p>SO2 Improved completion of inclusive &amp; equitable primary &amp; secondary education</p> <p>SO3 Education system more effective, efficient and resilient in general and in vocational education.</p>	<ol style="list-style-type: none"> <li>1. Primary Education Completion Rate **</li> <li>2. Lower Secondary Education Completion Rate **</li> <li>3. Jordan's scores in TIMSS *</li> <li>4. Jordan's scores in PISA *</li> <li>5. Enrolment in secondary-level vocational education as a share of total secondary enrolment *</li> </ol>	<ol style="list-style-type: none"> <li>1. Male: 97%;F 98%</li> <li>2. Male: 60.2%; Female: 61.4%</li> <li>3. TIMSS (2019), Science 489, Maths 446</li> <li>4. PISA (2018) Science 439, Maths 416, Reading 429</li> <li>5. (2018) 13.2%</li> </ol>	<ol style="list-style-type: none"> <li>1. Male: 98%; Female: 99%</li> <li>2. Male: 68.2%; Female: 69.4% (i.e. at least status of 2014)</li> <li>3. TIMSS (2023) Science 509, Maths 466</li> <li>4. PISA (2021) Science 454, Maths 431, Reading 444</li> <li>5. (2022) 20%</li> </ol>	<p>IEA, OECD ESP Annual Assessment Report</p> <p>UNESCO UIS, MoE EMIS</p> <p>HEMIS, DOS</p>
<b>Induced outputs</b>	<p><u>1. Quality of the education system improved</u></p> <p>1.1 Increased number of schools</p>	1.1 % of schools evaluated as schools with acceptable or better performance in	<u>Overall:</u> (2018) 7%	<u>Overall:</u> (2022) 35%	ESP Annual assessment

	Results chain	Indicators <sup>15</sup>	Baselines <sup>16</sup> (year)	Targets <sup>17</sup> by the end of the budget support contract	Sources of data
Induced outputs (continued)	being evaluated as schools with acceptable performance	<b>accordance with the standards of the EQAU *</b> (Annually calculated on the basis of the newly established 100-schools representative survey)	<u>Annual representative 100-schools survey:</u> (2019) 1 <sup>st</sup> survey ongoing, baseline available by 06/19	<u>Annual representative 100-schools survey:</u> (2022) TBD after availability of baseline	t, MoE reporting
	1.2 Increased number of teachers applying new methodologies in the classroom and in education				EQAU annual survey results
	1.3 Improved success rate in VE for the 12 <sup>th</sup> Grade	1.2 <b>% of teachers applying new methodologies<sup>18</sup> in the classroom *</b>	(n/a) <sup>19</sup>		
	<u>2. Access to and equity in the education system improved</u>	1.3 <b>% of success rate in VE for the 12<sup>th</sup> Grade *</b>	(2018) 39.4%	(2022) 85% <sup>20</sup> (2022) 60%	ESP Annual Assessment
	2.1 Better provision with non-rented and single-shifted schools	2.1 <b>% of rented public schools and double shifted schools (Type II Schools) against the total number of schools *</b>	(2018) Rented 21%; Double-Shifted 19.5%, Rented & Double-shifted 3%	(2022) Rented 17%; Double-Shifted 10%, Rented & Double-shifted 2%	MoE Annual Assessment
	2.2 Increased number of students with disabilities enrolled in schools	2.2 <b>Number of students with disabilities enrolled in schools *</b>			
	2.3 Better accessibility in schools for VE students with special needs	2.3 <b>Degree of accessibility in schools for VE students with special needs *</b>	(2018) 2,078	(2022) 3,000	
	<u>3. Governance and management of the education system improved</u>		(n/a)	(2022) TBD	Directorate of Special Ed.
	3.1 Higher number of applied developmental plans in schools and directorates	3.1 <b>% of the application of developmental plans in schools and directorates *</b>			
	3.2 Improved MoE institutional		(2018) 100%	(2022) 100%	Directorate of Special

<sup>18</sup> Also with regard to the application of Media and Information Literacy (MIL) concepts.

<sup>19</sup> To be disaggregated by type of “new methodology”, also showing the degree of application of MIL concepts.

<sup>20</sup> To be disaggregated by type of “new methodology”, also showing the degree of application of MIL concepts.

	Results chain	Indicators <sup>15</sup>	Baselines <sup>16</sup> (year)	Targets <sup>17</sup> by the end of the budget support contract	Sources of data
	<p>performance standards</p> <p>3.3 Improved availability of data and functioning of the OpenEMIS</p> <p>3.4 Growing number of employers being satisfied with the performance of VE graduates</p>	<p><b>3.2 % of development and improvement in the implementation of MoE institutional performance standards *</b></p> <p><b>3.3 % of requests/applications for information (routine and non-routine requests) that are met through EMIS *</b></p> <p><b>3.4 % of employers being satisfied with the performance of VE graduates *</b></p>	<p>(2018) <i>King Abdullah II Award</i> score 49.7%</p> <p>(2018) 65%</p> <p>(2018) n/a</p>	<p><i>King Abdullah II Award</i> score 60%</p> <p>(2022) 100%</p> <p>(2022) 55%</p>	<p>Ed.</p> <p>Directorate of Professional Development Policies</p> <p><i>King Abdullah II Award</i> reporting</p> <p>EMIS</p> <p>Survey (MoE and independent)</p>

	Results chain	Indicators <sup>15</sup>	Baselines <sup>16</sup> (year)	Targets <sup>17</sup> by the end of the budget support contract	Sources of data
<b>Direct outputs</b>	1. Increased predictability of funds and reduced transaction costs (resulting from financial transfers) 2. 3. Better aligned and co-ordinated policy dialogue 4. Improved monitoring and reporting mechanisms 5. Increased decentralisation and stronger direct involvement of rights holders (also resulting from capacity development)	1. Gap between development co-operation funding scheduled by providers of development co-operation and development co-operation funding effectively disbursed as reported by the provider 2. Degree of acknowledgement from those affected by the policy 3. Degree of public dissemination of the M&E results 4. Level of autonomy of local authorities; degree of involvement of rights holders	1. Baseline required 2. Baseline required 3. Baseline required 4. Baseline required	1. TBD 2. TBD 3. TBD 4. TBD	MoE Reporting Surveys (MoE and independent) Surveys (MoE and independent) Research Studies (NCHRD)