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ANNEX II

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

**Action Document for Partnership Implementation Facility (“Sharaka”) to Support the
Implementation of the EU-JO Partnership Priorities**

ANNUAL ACTION PLAN

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

1. SYNOPSIS

1.1. Action Summary Table

1. Title OPSYS Basic Act	Partnership Implementation Facility (“Sharaka”) Annual action in favour of the Hashemite Kingdom of Jordan for 2022 OSPYS business reference: NDICI-GEO-NEAR/ACT-60902 ABAC Commitment level 1 number: JAD.1018915 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Jordan
4. Programming document	2021-2027 Multiannual Indicative Programme for Jordan ¹
5. Link with relevant MIP(s) objectives/expected results	Support measures: 3.2 Cooperation Facility
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	151 – Government and Civil Society-general 160 - Other Social Infrastructure & Services

¹ C(2022)3821

7. Sustainable Development Goals (SDGs)	Main SDG (1 only): 16 Other significant SDGs (up to 9) and where appropriate, targets: 8,9,11			
8 a) DAC code(s) ²	15110 – Public sector policy and administrative management - 86% 16061 – Culture and Recreation- 14%			
8 b) Main Delivery Channel	Recipient Government - 12000			
9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Human Rights, Democracy and Governance ³			
10. Markers ⁴ (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	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"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

² DAC sectors (codes and descriptions) are indicated in the first and fourth columns of the tab 'purpose codes' in the following document: <http://www.oecd.org/dac/financing-sustainable-development/development-financestandards/dacandcrscodelists.htm>

³ Thematic target for geographic programmes (at least 15%) in delegated act.

⁴ For guidance, see <https://www.oecd.org/development/financing-sustainable-development/development-finance-standards/> (go to "Data collection and resources for reporters", select Addendum 2, annexes 18 (policy) and 19 (Rio) of the reporting directive). If an action is marked in the DAC form as contributing to one of the general policy objectives or to RIO principles as a principal objective or a significant objective, then this should be reflected in the logframe matrix (in the results chain and/or indicators).

11. Internal markers ⁵ and Tags ⁶	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Tags			/
	digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital entrepreneurship	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital skills/literacy	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Tags			/	
digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
health	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Migration	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Reduction of Inequalities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
COVID-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	

BUDGET INFORMATION

12. Amounts concerned	Budget line(s) (article, item): 14.020110 Southern Neighbourhood Total estimated cost: EUR 15 000 000 Total amount of EU budget contribution EUR 15 000 000
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MANAGEMENT AND IMPLEMENTATION

13. Implementation modalities (type of financing and management mode)	Project Modality Direct management through: - Procurement Indirect management with the Hashemite Kingdom of Jordan - Twinning Grants - Procurement
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1.2. Summary of the Action

The European Union (EU) and Jordan have agreed to consolidate their partnership by agreeing on a set of priorities for the period 2021-2027, with the aim of supporting and strengthening Jordan's resilience and stability, while seeking to also address the impact of the protracted conflict in Syria.

⁵ These markers have a different scope/rationale than the DAC codes. They are drawn from the level of budget allocation and emphasis given to the action in terms main objective(s) selected. This section should be in line with the definition of objectives, results, activities in description of the action.

⁶ When a marker is Significant or Principal Objective, please also choose the relevant yes/no tag.

The renewed “EU-Jordan Partnership Priorities” (PPs)⁷ include the following priorities:

1. Strengthening cooperation on regional stability, security including counterterrorism;
2. Promoting sustainable economic stability, a green, digital, inclusive and knowledge-based growth, quality of education and decent job creation;
3. Strengthening good governance, the rule of law, democratic reform and respect of human rights.

Accordingly, the “EU’s Multiannual Indicative Programme 2021-2027” (MIP)⁸, for Jordan, focuses on enhancing good governance and creating growth and jobs, including through support to green growth and investing in human development.

The PPs and MIP are fully in line with the “Jordan Vision 2025” and the recently adopted “Government Indicative Executive Programme for 2021-2024” (GIEP). It is evident that both the PPs and the policies from the Government of Jordan (GoJ) aim at revitalising the economy and boosting growth of the Gross Domestic Product (GDP), while strengthening good governance, promoting peace and security and strengthening fiscal stability.

The implementation of the foreseen structural and economic reforms requires knowledge transfer and harmonization of the domestic regulatory and policy frameworks with EU and international standards in order to be efficient, successful and sustained. This action will support the public sector institutions to develop and implement effective policy and regulatory frameworks that enable the implementation of the PPs.

Given the magnitude of the protracted Syrian crisis in Jordan, this action will support Jordan’s Ministry of Planning and International Cooperation (MoPIC) in the management of the Jordan Response Plan (JRP). In this respect the programme complements and builds synergies with relevant components of the Action Document in “Support to Livelihoods” under the Special Measures 2022 in response to the Syrian crisis.

In addition, the implementation of the EU-Jordan PPs requires efficient, effective, and accountable public sector institutions. The quality, capability, and effectiveness of the Jordanian public sector are given special attention both in GIEP and the MIP, and have been prioritized by His Majesty King Abdullah II, in both his letter to the Jordanian people on the occasion of his 60th birthday, as well as in his letter of designation to Prime Minister (PM) Bisher Al Khasawneh. Accordingly, the GoJ has been taking serious steps towards modernising its public sector institutions which will be supported by this demand-driven Action.

The main type of support under this Action will be the provision of capacity building and technical assistance to public institutions operating in all areas relevant to the Partnership Priorities, mainly through the EU’s legacy institution building tool, the twinning modality. If needed, support will also be provided to the development of key investment projects in the context of the “EU-Jordan Investment Platform”, launched in June 2022.

Recognizing the importance of strategic communications and public diplomacy in promoting EU values to Jordan (and therefore implementation of the PPs) and taking a “whole of delegation” approach, this Action will also support strategic communication initiatives to increase visibility of EU interventions, in addition to cultural exchange initiatives. This will allow the development of long-term strategic approaches that will foster and mobilise networks of target audiences (youth, academics, influencers, civil society and cultural actors).

Lessons learned from the previous EU funded Actions, namely “Supporting the Association Agreement Programme” (SAAP) and “Supporting the Implementation of the Action Plan” (SIPP) are taken into account, and thus, the Action will continue to be designed as "demand-driven" with a strong complementarity to other EU programmes.

⁷ <https://data.consilium.europa.eu/doc/document/ST-3304-2022-ADD-1/en/pdf>

⁸ C(2022)3821

2. RATIONALE

2.1. Context

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

Jordan is a small, service-based economy, dominated by the public sector that has failed to create quality jobs in the private sector at the scale required for a young and growing population. Particularly, the low participation of women in the labour force (female labour force participation is among the lowest in the world, at just 14.4% in 2019 compared to 63.7% for men) brings to the surface a strong need for a gender-focus on social and economic growth. While Jordan is particularly keen on conceiving new policy strategies, implementation of these policies is very often lagging behind. Limited implementation capacity, fluctuating degrees in commitment to gender equality and weaknesses in policymaking present a constant challenge. The gap between educational outcomes and the needs of the labour market (known as the 'skills mismatch') is a primary driver of high unemployment (with a peak of 23% in 2021) and is further aggravated by the relatively high expectations of college-educated youth who seek return on time and costs of their higher education. The education system continues to suffer from poor quality, is still catching up following a longstanding closure of schools due to the COVID-19 crisis, and requires further reforms, particularly with regards to the inclusion of people with disabilities. Efforts invested so far in the justice and rule of law sector are promising, but need to be continued and enlarged in scope, along with strong policies and legislation contributing to an improvement of the rule of law and human rights situation in the country. Finally, recent efforts in the enhancement of integrity and accountability need to be pursued on a long-term basis, while continued support needs to be provided to civil society organisations so that they can better contribute to policy design, implementation and monitoring.

Jordan's primary integrated multi-sectoral national development strategy is described as the *Jordan Vision 2025*⁹. The Vision documents Jordan's long-term national vision, strategies and policies that correspond to the basic principles of sustainability, institutionalization, excellence, competitiveness, meritocracy and sets ambitious goals for the country's socioeconomic development in the 2015-2025 period. It aims to revitalise the economy by targeting poverty, unemployment, and fiscal deficit, and boosting GDP growth. *Jordan 2025* is implemented via consecutive three-year Executive Development Programmes (EDPs). The most recent EDP for the implementation of Jordan Vision 2025 is the *Government Indicative Executive Programme for 2021-2024* (GIEP). The GIEP updates the Jordan Vision 2025 development goals and is also fully considering the effects and challenges posed by the COVID-19 pandemic, by setting the priorities for post-COVID-19 recovery. The strategic directions of the GIEP are derived from the Vision; Sector Strategies; Jordan's Reform Matrix 2018-2024 and Jordan's programme with the International Monetary Fund (IMF) 2020-2024.

As for the Syrian crisis, the Government of Jordan (GoJ), in cooperation with international organisations developed the Jordan Response Plan (JRP). The JRP presents a new model of humanitarian crisis response, a three-year rolling plan updated annually, where needs and proposed responses are developed through a task

⁹<https://www.greengrowthknowledge.org/sites/default/files/downloads/policy-database//JORDAN%20Jordan%202025%20Part%20I.pdf>

force composed of line ministries, donors' community, and Non-Governmental Organizations (NGOs), aiming to mitigate the impact of the Syrian crisis on Jordan.

The EU and Jordan have developed a strong partnership. Jordan is a key partner of the EU, and the EU highly values the important moderating role that Jordan plays in the region. With a view to further strengthening the solid and multi-faceted relationship between the two partners, Partnership Priorities (PPs) have been mutually identified to support the implementation of the EU-Jordan Association Agreement, which will guide the partnership of the two parties for the period of 2021-2027.

The EU-Jordan PPs embody the shared goals of the European Neighbourhood Policy of a common area of peace, prosperity and stability. They embody its main features, differentiation and co-ownership, but also flexibility to allow for the adaptation to changing circumstances as agreed by the EU and Jordan. The Partnership Priorities also embody the objectives of the new, ambitious and innovative Agenda for the Mediterranean, set out in the *Joint Communication from the Commission and the High Representative on the Southern Neighbourhood of 9 February 2021*¹⁰, and in the subsequent Council conclusions on a renewed Partnership with the Southern Neighbourhood of 16 April 2021¹¹, that aims at relaunching the cooperation and realising the untapped potential of the relationship. It supports the efficient and timely implementation of mutually agreed flagship initiatives of the Economic and Investment Plan for the Southern Neighbours that will reinforce the EU's partnership with Jordan and help protect the Mediterranean common goods. The new Agenda offers opportunities for new partnerships on strategic priorities of green and digital transitions that will contribute to sustainability, prosperity and resilience. In these efforts, the EU and Jordan will build on the continued implementation of Jordan's reform agenda. The EU and Jordan will continue to work constructively together as co-presidencies of the Union for the Mediterranean to foster a strong partnership across the Mediterranean.

In accordance with the new Agenda, the EU-Jordan partnership will continue to be based on common values and dialogue and will progress on a shared socio-economic and political agenda, including on reforms and their implementation in areas such as good governance, the rule of law, human rights, social cohesion and equal opportunities for all, non-discrimination, environmental and climate protection, macroeconomic stability and the business environment. It will aim at a green, digital, resilient and just recovery after COVID-19, in line with the 2030 Agenda for Sustainable Development, the Paris Agreement and the European Green Deal.

Based on the above, three partnership priorities are identified for the period 2021-2027:

1. Strengthening cooperation on regional stability, security including counterterrorism;
2. Promoting sustainable economic stability, a green, digital, inclusive and knowledge-based growth, quality of education and decent job creation; and
3. Strengthening good governance, the rule of law, democratic reform and respect of human rights.

Stemmed from the Partnership Priorities, the EU's Multiannual Indicative Program 2021-2027 (MIP) was developed. The MIP includes cooperation priorities that aim at enhancing good governance, creating growth and jobs, including through supporting green growth and investing in human development as priority areas. In convergence with national Jordanian plans and priorities, mainly the GIIEP, the MIP aims at supporting the implementation of necessary structural and economic reforms for achieving macroeconomic stability, advancing the political environment and rule of law, moving towards a digital and green economy, stimulating sustainable investments and productive sectors, developing infrastructure services, and improving social services.

In this context, the harmonization of the domestic policy and regulatory frameworks with the EU and international standards and frameworks is expected to facilitate trade, boost investment, enhance

¹⁰ JOIN(2021) 2 final.

¹¹ <https://data.consilium.europa.eu/doc/document/ST-7931-2021-INIT/en/pdf>.

competitiveness and allow Jordan to fully benefit from the opportunities under the Association Agreement and enhance Jordan's integration to EU market.

Due to its crucial role in implementing reforms and delivering on national priorities, institutional capacity is given special attention in both GIEP and MIP. Enhancement of institutional performance and efficiency and increasing the quality of public services is a cross cutting priority included in all governmental plans and strategies in Jordan¹². Moreover, his Majesty King Abdullah II addressed the Jordanian people in a letter dated 30 January 2022, on the occasion of his 60th birthday, stressing on the need to digitize public services, reduce paperwork, ensure a leaner public sector and fight corruption as a means to bridge the trust gap between people and governments and enhance accountability.

The EU's position on the importance and added value of strong public institutions¹³ will guide the implementation of the Action:

“Quality public institutions are crucial for the EU to address the climate crisis and the economic and societal transitions outlined in the UN's Sustainable Development Goals (SDGs). The quality of institutions and the coherent implementation of policies are part of the SDGs themselves (namely SDGs16 and 17). Public administrations are the foundation on which the EU builds its success. This foundation needs to be solid if the EU is to be strong.”

Given that the direction and priorities for public sector modernisation are evolving in Jordan in a highly uncertain political and institutional context, and the prerequisites for a fully-fledged sector programme are not yet in place, a flexible demand-driven cooperation facility is deemed more appropriate at this point, in particular to capitalise on the successful uptake of the twinning instrument by Jordanian authorities.

On the other hand, effective implementation of EU-Jordan PPs is not depending only on GoJ policies and Jordan's public institutions capacity. It requires acceptance, support and engagement of civil society and the Jordanian public. Jordan's society and youth are both the ones that will be eventually benefiting, as well as the ones that will create the enabling environment for the changes to happen and be sustained. In this regard, the EU is emphasizing the need to engage more and better with partner country citizens, to increase their understanding of, and support for, EU values, objectives and actions. In the EEAS Communication Principles and Priorities¹⁴ it is noted that *“strategic communication and public diplomacy are key to support and project our policies and improve the EU's standing in this changing geopolitical landscape. Engaging with citizens, stakeholders and influencers in partner countries needs to be embedded in the policymaking process across all policy areas”*. Public diplomacy and strategic communication are perceived not just as a mere public relations exercise, but rather as a strategic tool serving EU interests and promoting European values. Effective stakeholder communication needs to be complemented by larger-scale, data-driven, better resourced and professionally designed and managed strategic communication and public diplomacy actions, in order to reach broader audiences and engage public opinion to a real degree.

Taking this into consideration, this action will support strategic communication and public diplomacy as key pillars of supporting the implementation of EU-Jordan PPs. This is in line with the EU “whole of delegation” approach to strategic communication.

2.2. Problem Analysis

Short problem analysis

¹² 1. **Jordan Vision 2025**: 1.4.2 Public sector size and effectiveness, 1.4.3 public sector management and coordination, 1.4.4 The size and quality of services, 1.4.5 Transparency and accountability, 2. **GEIP**: Pillar 1 (structural and economic reforms/1.2 Enhancing Public sector performance and government services, 3. **Jordan Reform Matrix** (2018-2024): Pillar 2: Improve public sector efficiency and governance.

¹³ Supporting public administrations in EU member States to deliver reforms and prepare for the future (European Union, 2021)

¹⁴ Ref. Ares(2021)7117312 - 19/11/2021

Creating an environment for sustainable employment and economic growth for Jordan, requires a rigorous and systematic approach to economic and structural reforms both at the macro and micro levels. Jordan Vision and EDPs include a set of bold and ambitious reforms to: (i) to foster an enabling business environment through developing competition regulations, reduce cost on business and ensure fair practices and consumers' rights, (ii) promote Foreign Direct Investment and facilitate Trade, through removing obstacles to foreign investment, improve the quality and competitiveness of Jordanian products and services and reduce time and costs related to export and import procedures, (iii) increase access to finance and support SMEs through improving policies, legislation and procedures that support financial inclusion. Digital transformation is also a key target as a facilitator to easing procedures and reducing costs. This investment in inclusive growth is also coupled with a commitment to a "National Strategy for Green Growth" (2021-2025) that also focuses on consolidating national efforts towards transforming into a greener economy and leveraging the green economy agenda to promote deeper economic development, energy efficiency and employment.

The implementation of the abovementioned economic and structural reforms requires the development of respective policy and regulatory frameworks, as well as the establishment of robust implementation mechanisms that ensure accountability. Knowledge transfer, introduction of best practices and harmonization of policy and regulatory frameworks with EU and/or international standards will help Jordan achieve the targeted reforms, address the developmental challenges and benefit from the digital and green transition opportunities.

This action will ensure complementarity with the EU's "Support to Entrepreneurship and Private Sector Development", which is also part of the Annual Action Plan 2022. Both actions will support the development of regulatory and policy frameworks that are conducive for trade facilitation, export-oriented, digital, green and inclusive growth, especially by harmonization with the EU and/or international standards, frameworks and policies. This includes regulations and policies to improve business climate, financial inclusion, trade facilitation and entrepreneurship. Initiatives for the promotion of investments, such as the EU-Jordan Investment Platform, will also be supported. The support will focus on sectors that have the greatest potential to support the green and digital transitions as well as the development of effective product safety provisions inspired by EU rules and principles. It will also support the development and/or improvement of accountability mechanisms and anti-corruption frameworks with a view of building trust to government and facilitate investment and private sector development.

Implementation of the EU-Jordan PPs and Jordan Vision 2025, requires efficient, effective, and accountable public institutions. The latest EDP (implementing Jordan Vision 2025) covers seven main pillars, spanning 24 development sectors, and will be implemented by over a hundred between ministries and public sector institutions. It is therefore of paramount importance that the public institutions have adequate capacity to plan, implement and monitor the policy priorities and reforms and deliver the targeted results. Furthermore, accountability, transparency and efficiency of public institutions is key factor for good governance and stability.

However, while Jordan is particularly keen on conceiving new reform policies, implementation of these policies is very often lagging. This is related to frequent changes of Governments, weak implementation capacity, weaknesses in policymaking and monitoring and evaluation (M&E) representing constant challenges. The Jordan Vision 2025 identifies the following key issues to be addressed with regards to the governance of the Jordanian public sector: overemployment, inefficiency, low levels of productivity, inconsistency between human resources skills and institutional roles and tasks, poor practices in policy and decision making, including poor consultation and implementation processes, and weak accountability against results achieved. Still in accordance with the Jordan 2025, as the size of the public sector is already accounting for roughly 20% of the GDP, public expenditure must be reduced and the public sector must be reformed in order to cut red tape bottlenecks, to be more efficient and to deliver quality and fast services to the citizens.

Accordingly, public sector institutions need institutional strengthening and capacity building in order to enhance their performance and deliver high quality of services. Modernising the public sector and enhancing good governance has become a necessity for it being a main driver for economic reforms and other reforms

associated with developing the political system. Public sector modernization is also clearly prioritized by the King in his letter of designation to Prime Minister Bisher Al Khasawneh. The letter emphasized on the need to develop the State's administrative apparatus. In this regard, in December 2021, the Council of Ministers formed the committee to modernise the public sector. The committee worked on a comprehensive roadmap and an executive programme to modernize the public sector. The committee's work took into account the EU's framework, namely, the OECD's Principles of Public Administration, which were developed by the "EU-funded Support to Improvement in Governance and Management" (SIGMA). The committee is also receiving support from the SIGMA team.

In support of these government objectives, the EU, through this cooperation facility, will support the following dimensions, at national and local levels: evidence-based policymaking by enhancing planning, budgeting, monitoring and evaluation (M&E), reliable and internationally comparable statistics, and regulatory impact assessments; open policy-making through consultations with citizens, civil society and stakeholders in the sectors addressed; improving compliance based on the strengthening of control agencies (and their impact on public entities) and monitoring of the policies by civil society. Digital transformation of public institutions will be supported, at times where the COVID-19 crisis shed light on the importance of digitizing public services to enable effective and efficient access by both citizens and businesses. Finally, in addition to digital transformation, the EU will support the Jordanian government plans in areas related to increasing the effectiveness of the public services, namely restructuring and human resources development. By providing support to develop skills and capacities of human resources horizontally and across public service (i.e. through supporting adequate training and capacity building programmes), the action aims to address the issue of frequent staff rotation, that often hinders the implementation of reforms. Indeed, synergies with the "EU funded Support for Improvement in Governance and Management" (SIGMA) will be ensured. Interventions in the abovementioned areas will be built on the lessons learned from SIGMA's solid analysis and rich experience in Jordan.

Implementation of the EU-Jordan PPs can also benefit from the successful response and mitigation of impacts deriving from the protracted Syrian crisis on the Jordanian economic and social fronts. At the beginning of the Syria crisis, the support needed for refugees in Jordan was of an urgent humanitarian assistance type, yet with the protracted stay the needs changed towards medium to longer-term responses. This action will support MoPIC in the context of programming, coordination, monitoring and implementation of the JRP.

Finally, implementation of EU-Jordan PPs requires communication and visibility initiatives that would raise awareness and strengthen the EU's position in Jordan. The EU has a relatively broad global presence. Nevertheless, better engagement is needed with partner country citizens, to increase their understanding of, and support for, EU values, objectives and actions. The EU-Jordan PPs aim to promote the European integration model as an inspiration for regional cooperation worldwide – based on respect for national diversity and committed to the promotion of democracy, human rights, the rule of law and good governance. Engaging with citizens, stakeholders and influencers in Jordan, needs to be embedded in the policymaking process across all policy areas. To this regard, supporting communication and visibility of the EU initiatives in Jordan will have multiplier effects and significant contribution in implementing the EU-Jordan PPs.

This action will support communication, visibility, outreach activities and public diplomacy initiatives with a view of: (i) informing relevant publics about key policies and priorities via timely campaigns and strategic communication initiatives; (ii) engaging with key audiences and partners over the long term to build trust, foster people-to-people contacts, grow and mobilise networks via public diplomacy actions, in particular through cultural actions; and (iii) conveying EU and Member States co-ordinated response through the establishment of a common and unified European presence in Jordan and enhancing the EU coordination role in key sectors where Member States possess expertise and the EU can complement their efforts (i.e. in key areas like environment and climate change, justice, women empowerment, etc.).

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

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

The stakeholders for initiatives under this Action will be Jordanian public sector institutions in charge of implementing the EU-Jordan Partnership Priorities or implementing GEIP projects and activities, as well as public entities that will be involved in the planning and implementation of the roadmap that will be delivered by the Public Administration Modernisation Committee.

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

The key stakeholders of this action may include, but are not limited to, the following:

- **Ministry of Finance (MoF) / General Budget Department (GBD):** Responsibility for State Budget and Policy financing. Since the financial dimension is crucial for development planning and funding of the GEIP, the Ministry of Finance is a key stakeholder.
- **Ministry of Planning and International Cooperation (MoPIC):** it is the main Government institution in charge of national and multi-sector planning. Its main role is to reflect the national development policies into sector strategies and to ensure the overall coordination of international donors, including as regards the response to the Syrian crisis. MoPIC is monitoring progress on GEIP and JRP and is responsible for updating them. It also plays a crucial role in ensuring the coherence of the various plans prepared at local level with the national planning and policies.
- **Prime Minister's Office (PMO):** PMO (through the delivery Unit/Follow up and oversight Unit) is the Government oversight body for monitoring the implementation of GoJ priorities, coordination of policy implementation and improvement of institutional performance. It has a key role in enhancing the M&E function as a key to improve performance.
- **Civil Service Bureau (CSB):** Key stakeholder in charge of civil service and public sector human resources management (HRM) policies. CSB is assigned with managing and organizing Personnel and civil service affairs in the Hashemite Kingdom of Jordan.
- **Institute of Public Administration (IPA):** is the main public entity mandated and specialized in training, capacity building for public sector employees, as well as, studies, research and consultations in various fields of public administration.
- **Ministry of Digital Economy Entrepreneurship (MoDEE):** MoDEE is in charge of digital transformation of service delivery to citizens and businesses by focusing on activities designed to improve access to and quality of selected digital government services and related digital transactions. The enabling pillars for this transformation include Digital Entrepreneurship, Digital Skills, Digital Services, Digital Infrastructure, Digital Enablers and Strategic Projects, with the support of digital transformation policies, such as Open APIs, Data Classification and other enabling policies.
- **Legislation and Opinion Bureau (LoB):** the LoB is in charge of analysing, drafting and proposing legislations in Jordan. The LoB is also involved in the Regulatory Impact Assessment process in Jordan.
- **Ministry of Culture (MoC):** The Ministry of Culture is responsible for preparing the cultural action policy and supporting it in public sectors and other kind of sectors, in line with the policy of Jordan and its national interests. MoC is the main counterpart for cultural diplomacy initiatives and actions.
- **Ministry of Youth (MoY):** The Ministry aims mainly at developing youth's capabilities and investing them in a manner that best achieves their active participation in sustainable human

development. As youth is a key target audience for public diplomacy initiatives, MoY is considered as an important stakeholder.

- **Ministry of Environment (MoE):** MoE is responsible for the environment and its ecosystems through developing legal, strategic and policy frameworks in addition to spreading environmental culture and enhancing environmental monitoring and law enforcement and transition to a green economy. MoE will be an important stakeholder for actions and initiatives related to green transition.
- **Ministry of Agriculture (MoA):** MoA is responsible for the agriculture policy and legislations as well as the promotion and development of the sector. MoA will be an important stakeholder for issues related to green transition.
- **Ministry of Industry, Trade and Supply (MoITS):** MoITS is responsible for promoting investment and business environment, so it becomes more competitive through the development of economic policies and legislations in order to ensure protection for both consumers and business sectors. MoITS will be an important stakeholder for issues related with trade, business environment, investments and entrepreneurship.
- **Ministry of Investment (MoI):** MoI's mission is to stimulate and activate investments in the Kingdom by keeping pace with and developing infrastructures and promoting investment opportunities and exports to increase the effectiveness of domestic and foreign investments and ensure financial sustainability. The MoI will be important stakeholder for issues related with promotion of investments in Jordan.
- **Civil Society Institutions:** civil society organisations are involved in policy making and their engagement and support is critical in promoting EU policies and values and increasing visibility of EU interventions in Jordan
- **The Higher Council for science and Technology:** the body responsible for scientific research and innovation policies and activities in Jordan.

Lastly, Jordanian citizens and the private sector are stakeholders to be consulted and informed throughout the implementation, when applicable. The programme will in particular address disadvantaged and vulnerable groups and will systematically respond to gender mainstreaming when applicable.

2.3. Lessons Learned

Previous activities in the area of public sector reform and institutional capacity building provided valuable lessons learnt that have been taken into consideration.

For instance, the support provided during the past ten years under the previous actions such as Support to the Action Plan Programme (SAPP) and Measures Supporting the Implementation of the Partnership Priorities (SIPP) , which are similar to the Cooperation Facility, has been consistently designed as "demand-driven", complementing sectorial EU assistance programmes or building on the conclusions of the Association Agreement thematic sub-committees. The support has been provided mostly through twinning operations and technical assistance, in some cases complemented with specialised equipment. Complementary support has proven necessary to maximise the EU's added value, by strengthening the capacities of line Ministries' staff to achieve common goals. In this context, Jordan has recently developed a strong interest in the expertise that institutional twinings can provide.

With more than 30 twinning projects successfully implemented in Jordan, the strength of the instrument is evident. Twinning is a unique instrument able to develop a peer-to-peer cooperation between the EU Member States and a beneficiary institution in a partner country. Certainly, the twinning modality has a comparative advantage compared to traditional technical assistance projects. To this end, twinning projects are considered

as prime instrument for the implementation of this action, in order to better support capacity building and peer-to-peer cooperation between Jordan and EU Member States institutions.

An evaluation of different twinning projects which was concluded in 2019, showed that project design is crucial for the success or failure of a project. This method is in line with the Demand Driven Approach which includes that projects respond to requests expressed by beneficiaries. Benchmarking Jordan's practices against international practices proved an effective way to identify and prioritise reform initiatives.

Agile and flexible programming was also among the lessons learnt from other traditional technical assistance projects that the EU had supported in the past five years. A degree of flexibility in terms of counterparts and final beneficiaries was necessary to achieve effectiveness during implementation. For example, the Public Administration Technical Assistance for Improved Service Delivery (PARISD), focused on improving service delivery and applied a relatively flexible and demand-driven approach in its activities. Another technical assistance project for strengthening monitoring and evaluation function introduced performance-based management in Ministries through the introduction of key performance indicators (KPIs) and adopted a similar demand-driven approach in its second phase, where it was focused on developing action plans for particular Ministries to ensure the implementation of the Prime Minister's priorities. Therefore, adaptations to the programme activities during implementation can be expected.

The "EU funded Support for Improvement in Governance and Management" (SIGMA) also proves that the demand driven approach is successful. SIGMA has provided technical support in several reform initiatives such as: the development of competency framework for civil servants and reform of the top positions selection system, institutionalization of regulatory impact assessment, service delivery review and strengthening of the internal control and audit functions across the Jordanian government. SIGMAs' work is based on continuous policy dialogue with beneficiaries and key stakeholders in close coordination with the EU Delegation, as well as knowledge transfer and high-quality technical advice which fits well the Jordanian context.

Experience developed in the context of the previous actions aimed at supporting the implementation of the Partnership Priorities showed some difficulties in identifying relevant capacity building projects. The problems encountered concerned, for the most part, the lengthy processes steered jointly by the EU Delegation and MoPIC for the identification and formulation of possible projects, the relatively high turnover of the leadership in possible beneficiary institutions endangers priorities and project design work. Moreover limited absorption capacity of possible beneficiaries due to flows of assistance from different development partners was also a challenge. Therefore, proper identification of beneficiaries complemented with effective donor coordination is a key success factor for demand driven initiatives. Indeed, this will be taken into consideration during action implementation.

It is nevertheless believed that this Action continues to be relevant and is well suited to facilitate dialogue between the EU and the Jordanian Government to identify capacity building programmes benefitting key Jordanian public administration bodies.

The joint steering of the EU Delegation and the MoPIC will be essential for the successful implementation of this action. MoPIC's involvement will ensure GoJ's commitment.

The proposed action is in line with the Paris Declaration, as the "on demand" mobilisation of assistance allows the EU to fully align the projects to the Jordanian national priorities. Donor coordination is set under the auspices of the MoPIC, which is as well expected to act as coordinator of the assistance provided in the framework of this Action.

It is expected that projects which will be financed under this Action will build on ongoing or previous assistance and on new or complementary emerging needs. The conclusions of relevant sectorial sub-committee meetings of the Association Agreement may as well contribute to the definition of capacity building needs in public sector bodies.

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

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to support the Jordanian administration in the implementation of the EU-Jordan Partnership Priorities.

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

1. Enhance the capacity, efficiency, and effectiveness of public sector institutions to implement the partnership priorities;
2. Develop regulatory and policy frameworks that are conducive for green, digital and inclusive growth;
3. Increase the visibility of EU policies and interventions in Jordan.

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

Contributing to outcome 1:

- 1.1 Enhance policy development, coordination, monitoring and evaluation capacity of Government of Jordan institutions, including Ministries, Departments and agencies (MDAs);
- 1.2 Improve public sector human resources management (HRM) and civil servants' skills and competences;
- 1.3 Improve the quality and efficiency of public service delivery.

Contributing to outcome 2:

- 2.1 Harmonize domestic policy and regulatory framework with EU and/or international best practices;
- 2.2 Strengthen the implementation of green, digital and inclusive growth enabling policy and regulatory frameworks.

Contributing to outcome 3:

- 3.1 Enhance public diplomacy and engagement with target audiences;
- 3.2 Develop and implement strategic communications plans and activities.

3.2. Indicative Activities

Activities related to Output 1.1:

- Support the implementation of Jordan Vision 2025 and EDPs reforms, by enhancing the related policy planning, coordination and M&E systems and frameworks, as well as for the planning, programming and monitoring of EU capacity building interventions;
- Support institutional strengthening and capacity building for MDAs for evidence-based policy making and implementation including the development of related frameworks, processes and ICT systems;
- Support the review of the Public Administration regulatory framework.

Activities related to Output 1.2:

- Support the development and/or modernization of public sector human resources management policies, systems and frameworks, including equality, diversity and active ageing initiatives;

- Support the enhancement of civil servants' capacity building and training mechanisms;
- Support the development and implementation of the policy framework for leadership, including women leadership;
- Support the development and delivery of training curricula, training programs, training packages and capacity building initiatives.

Activities related to output 1.3:

- Support the design and implementation of user oriented public services (citizen' s journey, life event approach, implementation of "once only" principle, etc);
- Support business process reengineering and digitalisation of public services;
- Support the development of policies, frameworks, mechanisms and standards to monitor and measure public service performance and quality (i.e. establishment of public service standards and service charters, measurement of administrative burdens, mystery shopper initiatives, satisfaction surveys, etc).

Activities related to Output 2.1

- Support the trade facilitation reforms and development, improvement, adoption and implementation of trade related policies, regulations and legislations and alignment of technical standards and frameworks (i.e. metrology & standards), including regarding energy efficiency;
- Support the implementation of labour market policies, pension reforms and national social protection strategy;
- Support the development and implementation of digital transformation plans and strategies;
- Support the implementation of business environment reforms, investment promotion and removal of trade/investment barriers, as well as simplification of licensing and doing business related processes.

Activities related to output 2.2

- Support the implementation of open government and access to information policies and initiatives;
- Support green transition and green economy initiatives and policies (i.e. inclusion of environmental climate governance and mainstreaming of environment and climate action in policies, including as regards energy and housing policies, as well as in national budget, fiscal measures and investments across policy sectors); Support the implementation of relevant national research and innovation policies;
- Support for development and implementation of integrity and accountability frameworks, anti-corruption plans and strategies, audit, inspection and control mechanisms, initiatives and policies, introduction of risk management and analysis tools and methods.

Activities related to output 3.1

- Support cultural diplomacy, cultural stakeholders, promotion of intercultural dialogue and cooperation on cultural heritage (film festivals, cultural professionals networking, roadshows, Jordan-wide regional communication campaigns, etc);
- Supporting policy dialogues and public diplomacy initiatives: events, conferences, studies, fellowships, exchange platforms to support sector dialogues leading to policy reforms and engagement with governments and other stakeholders (regular think tank dialogues, civil society forums).

Activities related to output 3.2

- Financing communication including strategic communication and visibility actions on EU cooperation, specific interventions to promote EU policies and activities in Jordan;
- Support the design and implementation of outreach campaigns, visibility and awareness raising actions related with EU initiatives and interventions in Jordan.

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

Outcomes of the Environmental Impact Assessment (EIA) screening (relevant for projects and/or specific interventions within a project).

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

Outcome of the Climate Risk Assessment (CRA) screening (relevant for projects and/or specific interventions within a project).

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

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality, women's, and girls' empowerment is an important and deliberate objective of the action. Measures to support the active involvement of women in the Jordan's growth agenda have been emphasised in the frame of the action's identification and consultative process with all stakeholders. As per objective 4 in the GAP III, sex disaggregated indicators are systematically used in the log frame of the action where applicable in order to ensure the equal access of women and men to resources as well as to assess the social and economic effects of the action on both women and men. Increasing women's empowerment is foreseen in different components of the action, including policy development, strategies and action plans, human resources development and women leadership, as well as in foreseeing equal and fair access to service delivery. This action is deliberately designed to have a positive impact on advancing gender equality in the public sector.

Human Rights

The protection of human rights is a cross-cutting theme embedded in all of the action's activities.

Disability

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as D1. This implies that the inclusion of persons with disabilities is a significant objective of the action. The action ensures all rights of vulnerable groups and safeguards their inclusive access to its benefits. Developing effective and efficient public services, mainly through digitalisation, will ensure, ease of access and more inclusion, for people with disabilities.

Democracy

Participation development and good governance, which contribute to an enhanced democracy, are principal objectives of the action. The action will contribute to improving governance in Jordan's development, e.g. through cross-sector institutional capacities and coordination at policy and implementation levels, enhanced monitoring and evaluation, as well as the increased involvement of local government, civil society and the private sector. EU values and policies will be promoted to civil society and the broader public.

Conflict sensitivity, peace and resilience

Good governance will reduce the risks of conflict and overall fragility in Jordan. Migration is a significant objective of this action which will ultimately lead to conflict prevention and peace.

Disaster Risk Reduction

COVID-19 response is a principal objective of the action. The COVID-19 economic recovery presents a unique opportunity to build the economy in a greener and in a more equitable way. While the main objective of Jordan's COVID-19 recovery plans is to reboot the economy and generate employment and income in the short run, the interventions that will be supported through this action will also address the long-term SDGs and Sustainable Development agenda.

Digitalisation is a significant objective of the action. Digitalisation, state-of-the-art technologies and innovation will be one of the key focus themes of public service delivery included in the action's complementary support.

3.4. Risks and Assumptions

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
1-external environment	The impact of COVID-19 pandemic is prolonged, including slowing down the implementation of reforms.	M	M	Action is designed in a demand driven basis and with high level of flexibility in order to be able to adapt in external environment challenges.
2-planning, processes and systems	Lack of ownership of the reform agenda might lead to implementation gaps and delays.	M	H	The EU Delegation maintains close contacts with the Public Sector Modernization Committee defining and assigning the institutions responsible for the implementation of the reform roadmap.
3-People and the organisation	Lack of ownership, and limited absorption capacity, reduces the effectiveness of the action.	H	M	Action will carefully consider the absorption capacity of the beneficiary institutions. Attention is paid, during the design, to staff availability, skills and willingness to implement new or improve activities and ownership.
3-People and the organisation	Centre of government institutions have weak steering capacity.	M	H	Provision of Technical assistance to support the CoG institutions, including MoPIC and Prime Minister's Office according to specific needs.
2-planning, processes and systems	Staff turnover, retirement of senior staff and change of	H	M	Expected impact and sustainability will be assessed ex-ante, prior project implementation, eventually measured against indicators of achievements.

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
	technology in institutions hinder impact and sustainability.			SIGMA has developed a succession planning scheme that will be considered.

External Assumptions:

- Internal stability is maintained;
- COVID-19 and/or Syrian crisis effects are not significantly sharpened and their impact on economic and social life not excessively increased;
- Macroeconomic stability is maintained;
- Government of Jordan remains committed in the implementation of structural and economic reforms;
- Government of Jordan remains committed in the public sector modernisation agenda.

3.5. Intervention Logic

This action will directly support the Government of Jordan in the implementation of the EU-Jordan PPs. The implementation of the Priorities is fully aligned with the Government of Jordan priorities to achieve macroeconomic stability, advancing the political environment and rule of law, moving towards a digital and green economy, stimulating sustainable investments and productive sectors, developing infrastructure services and improving social services.

The overall assumptions (cross-cutting to all specific objectives) are that:

- Internal stability is maintained;
- COVID-19 and/or Syrian crisis effects are not significantly sharpened and their impact on economic and social life not excessively increased;
- Macroeconomic stability is maintained.

The implementation of the overall objective is foreseen to be achieved through the attainment of three specific objectives: (1) Enhance the capacity, efficiency, and effectiveness of public sector institutions to implement the partnership priorities; (2) Development of regulatory and policy frameworks that are conducive to green, digital and inclusive growth; (3) Increase the visibility of EU policies and interventions in Jordan. The specific objectives are expected to be achieved through the implementation of specific outputs.

The action intervention logic is the following:

Under specific objective 1, the increased technical and financial capacities of MDAs expected through this action will lead to enhanced performance of government services. If the government of Jordan remains committed to the public sector modernisation agenda, then by targeting identified institutional, regulatory and organisational weaknesses in the existing governance structures, strategic planning and policy coordination between relevant Ministries and agencies will be strengthened, absorption capacities will be bolstered, and technical capacities established in the provision of core services and support systems will be strengthened. This will also assist in improving accountability in the use of public funds. Therefore, the efficiency and effectiveness in policy development and implementation will be increased, thus leading to successful delivery of the structural reforms, strategies and plans that implement the EU-Jordan PPs.

Through supporting public sector Human Resources (HR) development of systems, frameworks and capacity building activities for civil servants, the human resources mix of skills, competences and qualifications will be adequately upgraded in order to support the transition to the green and digital era. As human capital is the key factor of effective and efficient public institutions, the enhancement of HR management (HRM) systems and improvement of HR skills is expected to enhance the overall institutional and administrative capacity of MDAs (specific objective 1). In addition, modernisation of HRM frameworks and systems will also support social inclusiveness and gender mainstreaming, thus directly contributing to the implementation of EU-Jordan PPs.

Through supporting digitalisation of public services and development of more integrated public service delivery policies, the quality and performance of public service delivery will be increased. This will contribute to improvements in the way social services are delivered and will address existing vulnerabilities exacerbated by the COVID-19 pandemic, in particular as regards segments of the population currently under the poverty line. It will also help responding better, more accurately, timely and effectively to citizens' and businesses demands and needs, at times where transparency and accountability of the way scarce public resources are spent is crucial. Improving public service delivery will therefore contribute to the overall enhancement of the capacity, efficiency, and effectiveness of public sector institutions to implement the partnership priorities.

In sum, if the outputs are achieved, then the Jordanian MDAs are anticipated to have the institutional, regulatory, human resources and service delivery capacity that is required in order to be in place to effectively and efficiently plan, coordinate and implement all policies, strategies and plans in the context of the EU-Jordan PPs.

Under specific objective 2, the development of regulatory and policy frameworks that are conducive for green, digital and inclusive growth will act as an enabler to strengthen public and private investment, decent job creation, and to foster an export and production driven business environment. This will in turn, boost growth and development, thus contributing to the implementation of EU-Jordan PPs.

If the Government of Jordan remains committed to the implementation of structural and economic reforms as described in the key strategic documents (Jordan Vision 2025, GIEP, Jordan reform matrix), then through supporting the harmonization and modernization of legal and policy frameworks, it is expected that a business environment conducive to private sector investment, doing business and export driven economy will be fostered. This will enhance productivity, job creation, innovation and will eventually contribute to sustainable, green, digital and inclusive growth.

Through supporting the strengthening of audit, inspection, accountability and transparency mechanisms and systems it is expected that the implementation of regulatory and policy frameworks will be secured and that the regulatory provisions will be effectively and efficiently implemented. Enhanced transparency and accountability will create trust to government and enhance compliance, thus increasing investment and private sector development. This will contribute to the implementation of the harmonized regulatory frameworks, thus maximizing the likelihood that the envisaged benefits for trade, investment and doing business will be materialized. This will in turn give boost to growth and job creation.

In sum, the harmonization of legal frameworks and enhancement of implementation and accountability mechanisms will lead to efficient and effective regulatory frameworks that enable sustainable growth, job creation and development.

Under specific objective 3, increase the visibility of EU policies and interventions in Jordan will contribute to advocacy, public support and stakeholder engagement in favour of reforms and initiatives that are in line with EU-Jordan PPs.

If internal stability is maintained, and the Government of Jordan remains committed to the good governance and rule of law agenda, then, through enhancing public diplomacy and engagement with target audiences, it is expected that networks, communities and groups will be created that are aware, familiar and supportive to the EU policy agenda. As the target groups are future opinion makers, policy makers and decision makers,

through public diplomacy it is expected that a critical mass of advocates, stakeholders and actors will be created that can contribute to the advancement of the EU policy agenda both as policy makers as well as recipients of government policies. The EU supported policy reforms and interventions in Jordan will gain visibility among a broader audience. Increased visibility of the reform outcomes and impacts through public diplomacy will facilitate the implementation of EU-Jordan PPs.

Through development and implementation of strategic communications plans and activities, it is expected that the magnitude and effect of related communication and outreach campaigns will be maximized. This will contribute to widespread EU- Jordan PPs and convey the key messages to broad audiences, timely, effectively and efficiently.

In sum, enhancing public diplomacy and strengthening capacities of information multipliers will contribute to increased understanding of EU policy and advancement of EU policy priorities, in line with the EU-Jordan PPs.

3.6. Indicative Logical Framework Matrix

Results	Results chain: Main expected results [maximum 10]	Indicators [it least one indicator per expected result]	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To support the Jordanian administration in the implementation of the EU-Jordan Partnership Priorities.	1. Percentage Jordan Vision 2025 Goals fully achieved 2 Jordan SDG Index Rank	1. N/A 2. 72 (2021)	1. 85% (2026) 2. 65 (2027)	1. MoPIC reports, MIP implementation reports 2. SDG annual report	<i>Not applicable</i>
Outcome 1	1. Enhanced capacity, efficiency, and effectiveness of public sector institutions to implement the partnership priorities	1.1 Share of EDP reforms implemented annually 1.2 Share of Gov Economic priorities program targets achieved annually 1.3 Share of Jordan reform matrix conditionality achieved annually 1.4 Rank of Jordan in Government Efficiency Index (Government Sustainable Competitiveness Index/GSCI sub index)	1.1: N/A (Q2/23) 1.2: N/A (Q2/23) 1.3: N/A (Q4/22) 1.4: 95 (2021)	1.1: 90% (2027) 1.2: 90% (2027) 1.3: 95% (2027) 1.4: 85 (2027)	1.1 EDP annual monitoring report 1.2 GEP annual monitoring report 1.3 Reform Matrix annual report 1.4 GSCI report	<ul style="list-style-type: none"> Internal stability is maintained COVID-19 and/or Syrian crisis effects are not significantly sharpen and their impact on economic and social life not excessively increased Macroeconomic stability is maintained Government of Jordan remains committed in the public sector modernization agenda
Outcome 2	2. Regulatory and policy frameworks that are conducive for green, digital and inclusive growth developed	2.1 Rank of Jordan in World Bank Doing Business Index 2.2. Rank of Jordan in Global Competitiveness Index 2.3 Value of exports/ Export as % of GDP (baseline: 23.7% of GDP (2020); target: 35% of GDP (2027))	2.1: 75 (2021) 2.2: 63 (2021) 2.3: 23.7% (2021)	2.1: 70 (2027) 2.2: 55 (2027) 2.3: 35% (2027)	2.1 Doing Business Annual reports 2.2. Global Competitiveness Report 2.3 MoF annual report	<ul style="list-style-type: none"> Internal stability is maintained COVID-19 and/or Syrian crisis effects are not significantly sharpen and their impact on economic and social life not

						<ul style="list-style-type: none"> excessively increased • Macroeconomic stability is maintained • Government of Jordan remains committed in the implementation of structural and economic reforms
Outcome 3	3. Increased visibility of EU policies and interventions in Jordan	<p>3.1 Percentage of people (disaggregated for men and women) that are aware of EU policies and interventions in Jordan</p> <p>3.2 Percentage of people (disaggregated for men and women) that are satisfied with EU interventions in Jordan</p>	<p>3.1: N/A (Q2/23)</p> <p>3.2: N/A (Q2/23)</p>	<p>3.1: 75% (2027)</p> <p>3.2: 65% (2027)</p>	<p>3.1 citizen satisfaction survey</p> <p>3.2 citizen satisfaction survey</p>	<ul style="list-style-type: none"> • Internal stability is maintained • COVID-19 and/or Syrian crisis effects are not significantly sharpen and their impact on economic and social life not excessively increased • Macroeconomic stability is maintained • Government of Jordan remains committed in the implementation good governance and rule of law
Output 1 related to Outcome 1	1.1 Enhanced policy development, coordination and monitoring and evaluation capacity of MDAs	1.1.1 Number of strategies and plans that are aligned with EDP method and guidelines	<p>1.1.1 N/A (Q2/23)</p> <p>1.1.2: N/A (Q2/23)</p>	<p>1.1.1</p> <p>1.1.2:</p>	<p>1.1.1 MoPIC & PMO activity reports</p> <p>1.1.2 MoPIC EDP annual reports</p>	<ul style="list-style-type: none"> • Government of Jordan remains committed in the public sector modernisation agenda

		<p>1.1.2 Number of program and policy evaluations conducted per year</p> <p>1.1.3 Share of regulations and policies that have been adopted after public consultation and/or RIA/PIA has been carried out</p> <p>1.1.4 share of MDAs that carry out and report annual regulatory programming</p> <p>1.1.5 number of sectors streamlined</p>	<p>1.1.3: 0 (2021)</p> <p>1.1.4: 0 (2021)</p> <p>1.1.5: 0 (2021)</p>	<p>1.1.3: 60% (2027)</p> <p>1.1.4: 60% (2027)</p> <p>1.1.5: 8 (2027)</p>	<p>1.1.3 Jordan Reform Matrix monitoring reports</p> <p>1.1.4 Jordan Reform Matrix monitoring reports</p> <p>1.1.5 Public Sector Modernisation Committee Roadmap monitoring reports</p>	
<p>Output 2 related to Outcome 1</p>	<p>1.2 Improved public sector human resources management (HRM) and civil servants' skills and competences</p>	<p>1.2.1 Number of HRM policies and tools and frameworks adopted with EU support</p> <p>1.2.2 Number of training courses targeting the identified competencies and skills</p> <p>1.2.3 number of staff who completed training courses that enhance the identified skills and competences</p> <p>1.2.4 Number of training programs for leaders empowerment</p>	<p>1.2.1: 0 (2021)</p> <p>1.2.2:0 (2021)</p> <p>1.2.3: 0 (2021)</p> <p>1.2.4: 0 (2021)</p>	<p>1.2.1: 4 (2027)</p> <p>1.2.2: 8 (2027)</p> <p>1.2.3: (1.500) 2027</p> <p>1.2.4: 5 (2027)</p>	<p>1.2.1 CSB reports</p> <p>1.2.2 IPA activity reports</p> <p>1.2.3 IPA activity reports</p> <p>1.2.4 IPA activity reports</p> <p>1.2.5 IPA activity reports</p>	<ul style="list-style-type: none"> • Public sector reform roadmap is not subject to political cycle and leadership turnover • CSB remains committed in the implementation of HRM modernization • CSB and IPA have political support to proceed with the implementation of the HR reforms

		1.2.5 percentage of staff in management position that attended leadership courses	1.2.5: N/A (2021)	1.2.5: 70% (2027)		
		1.2.6 number of trainers trained in the identified competences and skills	1.2.6: N/A (2021)	1.2.6 TBD		
Output 3 related to Outcome 1	1.3 Improved quality and efficiency of public service delivery	1.3.1 share of services provided according to service standards	1.3.1: N/A (Q1/23)	1.3.1: 75% (2027)	1.3.1 MDA activity reports	<ul style="list-style-type: none"> Public sector reform roadmap is not subject to political cycle and leadership turnover
		1.3.2 number of services provided through One Stop Shops	1.3.2: N/A (Q2/23)	1.3.2: 200 (2027)	1.3.2 MDA activity report	
		1.3.3 Percentage of citizens (disaggregated for men and women) satisfied with service delivery	1.3.3: N/A (Q4/23)	1.3.3: 80% (2027)	1.3.3 PMO citizen satisfaction surveys	
		1.3.4 number of digitised services (level 4)	1.3.4: N/A (Q3/23)	1.3.4: 700 (2027)	1.3.4 MoDEE activity report	
Output 1 related to Outcome 2	2.1 Harmonized domestic policy and regulatory framework with EU and/or international best practices.	2.1.1 Number of regulatory frameworks harmonized	2.1.1: 0 (2021)	2.1.1: 5 (2027)	MDA activity reports	<ul style="list-style-type: none"> Government of Jordan remains committed in the public sector modernisation agenda
		2.1.2 Percentage of supported business environment reforms implemented by the government	2.1.2: 0 (2021)	2.1.2: 5 (2027)		
			2.1.3: 0 (2021)	2.1.3: 10 (2027)		

		2.1.3 Number of supported trade related policies, regulations or legislations developed, improved, adopted and implemented				
Output related to Outcome 2	2.2 Implementation of green, digital and inclusive growth enabling policy and regulatory frameworks strengthened	2.2.1 Number of new or revised digital related policies with EU support 2.2.2 Number of new or revised policies taken into account environmental and climate concerns with EU support 2.2.3 Jordan ranking in the corruptions perception index	2.2.1:0 (2021) 2.2.2: 0 (2021) 2.2.3: 60 (2021)	2.2.1: 7 (2027) 2.2.2: 5 (2027) 2.2.3: 50 (2027)	MDA activity reports	<ul style="list-style-type: none"> Government of Jordan remains committed in the economic and structural reform agenda
Output related to outcome 3	3.1 Enhanced public diplomacy and engagement with target audiences	3.1.1 Number of public diplomacy initiatives launched 3.1.2 Number of people (disaggregated by sex), institutions and teams engaged in public diplomacy initiatives	3.1.1: 0 (2021) 3.1.2: 0 (2021)	3.1.1: 30 (2027) 3.1.2: 3000 (2027)	EUD annual reports	<ul style="list-style-type: none"> Government of Jordan remains committed in the public sector modernisation agenda
Output related to outcome 3	3.2.Developed and implemented strategic communication plans and activities	3.2.1 Number of stakeholders participated, reached or engaged in communication activities 3.2.2 Number of communication campaigns and outreach initiatives implemented	3.2.1: 0 (2021) 3.2.2: 0 (2021)	3.2.1: 250 000 (2027) 3.2.2: 120 (2027)	EUD annual reports	<ul style="list-style-type: none"> Government of Jordan remains committed in the public sector modernisation agenda

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the partner country.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 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 financing Decision and the relevant contracts and agreements.

4.3. Implementation Modalities

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

4.3.1. Direct Management (Procurement)

Procurement will contribute to achieving all Specific Objectives (1, 2 and 3)

4.3.2. Indirect Management with the Partner Country

A part of this action with the objective of enhancing the capacity, efficiency, and effectiveness of public sector institutions to implement the partnership priorities (Specific Objective 1) and increase the effectiveness and efficiency of regulatory and legal frameworks (Specific Objective 2) will be implemented in indirect management (mainly Twinning) with the Hashemite Kingdom of Jordan according to the following modalities:

- The partner country will act as the contracting authority for the procurement and grants procedures.
- The Commission will control ex- ante all the procurement and grants procedures.
- Payments are executed by the Commission.
- The partner country shall apply the Commission's rules on procurement and grants. These rules will be laid down in the financing agreement to be concluded with the partner country.
- Procurement procedures may include supplies up to a maximum of 10% of the budget under indirect management with the Hashemite Kingdom of Jordan. For reasons related to maximising the impact of the EU support supplies contracts will be strictly linked to beneficiaries which benefited from ongoing or previous EU funded support in Jordan.
- For twinning grants, applicants must be EU Member State administrations or their mandated bodies according to the twinning manual¹⁶.

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

¹⁶ http://ec.europa.eu/neighbourhood-enlargement/sites/near/files/twinning_manual_2017_-_update_2018.docx.

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

If the indirect modality as per section 4.3.2 cannot be implemented due to circumstances outside of the Commission's control, the Commission will use direct management through procurement as per section 4.3.1.

4.4. Scope of geographical eligibility for procurement and grants

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

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

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Implementation modalities – cf. section 4.3	
Objective 1 and Objective 2 are composed of	9 100 000
Indirect management with Hashemite Kingdom of Jordan – cf. section 4.3.2	9 100 000
Objective 1, Objective 2 and Objective 3 composed of	5 500 000
Procurement (direct management) – cf. section 4.3.1	N.A.
Procurement – total envelope under section 4.3.1	5 500 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	250 000
Communication and visibility – cf. section 6	N.A.
Contingencies	150 000
Totals	15 000 000

4.6. Organisational Set-up and Responsibilities

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

A Steering Committee (SC) will be formed for the action and will meet at least once a year to endorse strategic orientations, oversee the action's execution and facilitate implementation of the activities. The SC will be chaired by the MoPIC. It will include representatives from MoPIC and EU Delegation. Other GoJ stakeholders, including beneficiaries, can be invited to participate if deemed necessary. Private sector and civil society representatives may also take part according to their set roles as needed, so as to enhance policy dialogue to develop Jordan's economy.

The SC will monitor the overall implementation of the action, review progress, coordinate the different results areas and guide the activities to the successful achievement of the action's objectives. It will approve the reports and work plans.

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

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

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

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

Roles and responsibilities for data collection, analysis and monitoring:

The Program Administration Office (PAO) of the Ministry of Planning and International Cooperation will be responsible for the required data collection, analysis and monitoring. Official sources of information will be the annual reports of MoF, MoPIC (i.e. GIEP monitoring reports), PMO, CSB, IPA, MoDEE, Twinning project beneficiaries (once identified), project progress reports,) as well as activity and/or monitoring reports of key strategic documents (i.e. Jordan reform Matrix, GEPP, sectoral strategies). These reports will be particularly important for policy dialogue and multi-stakeholder coordination and are expected to become the key integrated tool for monitoring the implementation of partnership priorities. The Department of Statistics will also be used as source for data collection.

PAO shall compile an annual technical and financial report, providing account on the progress of all the separate projects funded under this program and its overall objectives.

5.2. Evaluation

Having regard to the importance of the action, final evaluation will be carried out for this action or its components via independent consultants.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the demand-driven approach that the action is following needs to be safeguarded by sound accountability that is based on evidence and also because some of the activities (such as the public diplomacy activities) are particularly innovative and can be considered as pilots.

The Commission shall form a Reference Group (RG) composed by representatives from the main stakeholders at both EU and national (representatives from the government, from civil society organisations (private sector, NGOs, etc.), etc.) levels. If deemed necessary, other donors will be invited to join.

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

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

Evaluation services may be contracted under a framework contract

5.3. Audit and Verifications

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

6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

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

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