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ANNEX III

to the Commission Implementing Decision on the Annual Action Programme 2024 for Jordan

Action Document for Partnership Implementation Facility II ("Sharaka II") 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/measure in the sense of Article 23(2) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title	Partnership Implementation Facility II ("Sharaka II")					
OPSYS	Annual Action Programme 2024 for Jordan					
Basic Act	OPSYS business reference: NDICI-GEO-NEAR/ACT-62547					
	ABAC Commitment level 1 number: JAD.1428119					
	Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).					
2. Economic and Investment Plan (EIP)	No					
EIP Flagship	No					
3. Team Europe Initiative	No					
4. Beneficiar(y)/(ies) of the action	The action shall be carried out in Jordan.					
5. Programming document	2021-2027 Multiannual Indicative Programme for Jordan ¹					
6. Link with relevant MIP(s)	Support measures: 3.2 Cooperation Facility					
objectives/expected results						
	PRIORITY AREAS AND SECTOR INFORMATION					
7. Priority Area(s), sectors	151 – Government and Civil Society-general					

¹ C(2022)3821

	160 - Other Social Infrastructure &	& Services					
8. Sustainable Development Goals (SDGs)	Main SDG SDG 16 Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels						
	Other significant SDGs SDG 5 Gender equality and women empowerment SDG 8 Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all SDG 9 Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation SDG 11 Make cities and human settlements inclusive, safe, resilient and sustainable						
9. DAC code(s) ²	15110 – Public sector policy and a	dministrative m	anagement 100%				
10. Main Delivery Channel	–Regional Development Bank (460	000)					
11. Targets	 ☐ Migration ☐ Climate ☒ Social inclusion and Human Do ☒ Gender ☐ Biodiversity ☒ Human Rights, Democracy and 	•					
12. Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective			
	Participation development/good governance			\boxtimes			
	Aid to environment						
	Gender equality and women's and girl's empowerment						
	Reproductive, maternal, newborn and child health						
	Disaster Risk Reduction						
	Inclusion of persons with Disabilities						
	Nutrition	\boxtimes					
	RIO Convention markers	Not targeted	Significant objective	Principal objective			
	Biological diversity						

 $^{^2}$ DAC sectors (codes and descriptions) are indicated in the first and fourth columns of the tab 'purpose codes' in the following document: DAC and CRS code lists - OECD.

13. Internal markers³ and Tags

Combat desertification	\boxtimes		
Climate change mitigation	\boxtimes		
Climate change adaptation	\boxtimes		
Policy objectives	Not targeted	Significant objective	Principal objective
EIP	\boxtimes		
EIP Flagship	YES		NO
			\boxtimes
Tags	YES		NO
transport			\boxtimes
energy			\boxtimes
environment, climate resilience			\boxtimes
digital			\boxtimes
economic development (incl. private sector, trade and macroeconomic support)			
human development (incl. human capital and youth)			
health resilience			\boxtimes
migration and mobility			\boxtimes
agriculture, food security and rural development			\boxtimes
rule of law, governance and public administration reform			
other			\boxtimes
Digitalisation		\boxtimes	
Tags	YES		NO
digital connectivity			\boxtimes
digital governance			\boxtimes
digital entrepreneurship			\boxtimes
digital skills/literacy			\boxtimes
digital services	\boxtimes		
Connectivity			
Tags	YES		NO

³ 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 of main objective(s) selected. The definition of objectives and outputs in the description of the action should be in line with this section.

	digital connectivity	\boxtimes			
	energy			\boxtimes	
	transport			\boxtimes	
	health			\boxtimes	
	education and research			\boxtimes	
	Migration	\boxtimes			
	Reduction of Inequalities	\boxtimes			
COVID-19		\boxtimes			
BUDGET INFORMATION					
14. Amounts	Budget line(s) (article, item): 14.0	20110 Southern	Neighbourhood		
concerned	Total estimated cost: EUR 20 000 000				
	Total amount of EU budget contrib	oution EUR 20 0	000 000		
	MANAGEMENT AND IM	DI EMENTATI	ON		
45 7 1		LEMENIAII	ON		
15. Implementation	Direct management through:				
modalities Procurement					
(management mode and delivery methods)	Indirect management with a pillar-assessed entity, the entities to be selected in accordance with the criteria set out in section 4.3.2				

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.

The "EU-Jordan Partnership Priorities" (PPs) include the following priorities:

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

Accordingly, the programming document "EU Multiannual Indicative Programme 2021-2027 (MIP) for Jordan" was developed focusing on enhancing good governance and creating growth and jobs, including through support to green growth and investing in human development. In convergence with national Jordanian plans and PP priorities, 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.

To address the economic and societal challenges the Government of Jordan (GoJ) has developed an overall reform plan for the next 10 years that includes three concurrent axes: Political Modernization Plan, Economic Modernization Vision and Public Sector Modernization Plan.

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 to be

efficient, successful and sustained. This Action, in complementarity with the ongoing "Partnership Implementation Facility – Sharaka" signed in 2023, will contribute to support the public sector institutions to develop and implement effective public institutions, policy and regulatory frameworks that enable the implementation of the PPs with focus on economic growth and employment and/or the Economic Modernization Vision. It may also reinforce the impact of the current and planned actions the EU has in Jordan notably in the areas of green, digital and inclusive growth/economy.

This Action will support the implementation of a number of public sector reforms that have economic development impact, in partnership with European Financial Institutions (EFI) who have launched in 2024 identification missions in view of agreeing on Development Policy Loans (DPL) with the GoJ. DPL negotiations between EFI and GoJ are expected to last till early 2025.

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 continue to support strategic communication initiatives till 2027 that is currently being funded under Sharaka Action till 2025, in order to increase visibility of EU interventions, in addition to cultural exchange initiatives that the EU Delegation is already implementing. 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).

On a parallel front, reinforcing Jordanian authorities to quickly react to any humanitarian crisis or security threat at the borders is deemed an integral part of the "EU-Jordan Partnership Priorities" (PPs) and will support the sustainability of civil-military operations in the country, especially in the Mafraq governorate where Jordan is facing high security challenges including drug smuggling and cross-border trafficking activities. The Action will complement previous EU and EU MS funded support focused on establishing a hub in Ruweished to become fully operational and support Jordan's Armed Forces (JAF)'s current operational capacities. This action will also complement the support provided through the European Peace Facility (EPF)

Lessons learned from the successor EU funded Actions, namely "Supporting the Association Agreement Programmes" (SAAPs), "Supporting to the Action Plan Programmes" (SAPPs), "Supporting the Implementation of the Action Plan" (SIPP), and "Reinforcing Jordan's capacities at the Eastern Borders" are taken into account, and thus, the Action will be designed with strong complementary with the ongoing "demand-driven" mechanism under Sharaka Programme.

1.3. Beneficiar(y)/(ies) of the action

The Action shall be carried out in the Hashemite Kingdom of Jordan, which is included in the list of ODA recipients.

2. RATIONALE

2.1. Context

Jordan has a population of 11.3 million, of which 67% are Jordanians. It is primarily a service economy (70% of GDP, 75% of jobs), dominated by the public sector that is struggling to create quality jobs in the private sector at the scale required for a young and growing population. 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 in the last fifteen years, beginning with the 2009 global financial crisis, the Syrian crisis and the subsequent influx of refugees, and more recently the war in Gaza. The increase in the total population has severely strained the country's public finances and infrastructure. Still Jordan's real GDP growth was +2.6% in 2023 and is projected at +2.7% in 2024⁴ in spite of challenging regional development that impacted tourism and trade.

During the formulation of the ongoing "Partnership Implementation Facility (Sharaka)" Programme targeting Public Administrations Reform in Jordan, Jordan's primary integrated multi-sectoral national development strategy was the Jordan Vision 2025, which was implemented via consecutive three-year executive programmes with the most up-to-date programme extending till year 2024 under the title "Government Indicative Executive Programme for 2021-2024 (GIEP)". However, and following Royal Court directives to address the economic and social challenges, the Government of Jordan developed during the period 2021-2022 a "new" reform plan of three concurrent axes that sets the strategic directions for the coming ten years, which covers: Political Modernization Plan, Economic Modernization Vision and Public Sector Modernization Plan Roadmap.

The **Public Sector Modernization Roadmap** (**PSMR**) seeks to achieve 33 strategic objectives for modernizing the public sector for the next ten years. The Action Plan for Modernizing the Public Sector 2022 – 2025 includes 206 procedures and initiatives that will be implemented in the first phase of the road map. A comprehensive assessment of the first phase will be conducted in 2025 and inform development of the second phase of the program 2026-2029.

The ultimate goal of Jordan's PSMR is to create a sustainable, developed, and capable public sector that is qualified to assume its tasks efficiently and effectively and responds to citizens' needs and expectations.

In this context, the harmonization of the domestic policy and regulatory frameworks with the EU standards and frameworks is expected to facilitate trade, boost investment, enhance competitiveness and allow Jordan to fully benefit from the opportunities under the Association Agreement and enhance Jordan's integration into EU market. The enhancement of institutional performance and quality of public services will have a cross cutting positive impact on economic development.

This Action will provide additional concessionality to development policy loans contemplated by EFIs to support implementation of the second phase of PSMR, in full complementarity with on-going implementation of Sharaka Programme that is capitalising on twinning instrument success in Jordan.

The World Bank has approved in March 2024 a USD 410 million "*People-Centric Digital Government*" Program, which aims to improve service delivery, government effectiveness, and transparency and accountability through digitalization with special focus on human capital (health and education) and crosscutting refugee support. It will support digitalization as an enabler for achievement of the Jordan's economic and public sector modernization reforms and will help GOJ implement its Digital Transformation Strategy and Implementation Plan for 2021-2025.

Furthermore, EU-funded initiative "Support for Improvement in Governance and Management" (SIGMA) provided technical advice and methodological guidance on how to use the EU Principles of Public Administration in public sector strategic planning. Also, SIGMA supported PSMR at different stages of its preparation and responded to requests coming from the Committee in charge of its drafting. SIGMA is still active through its annual work programmes through extending assistance to key public institutions during PSMR implementation, such as the Prime Ministry, the Institute of Public Administration, Audit Bureau and the newly-established Service and Public Administration Commission. As such, SIGMA expertise will

⁴ International Monetary Fund projections – https://www.imf.org/en/Countries/JOR, updated Oct 2023

be tapped into during the formulation of Sharaka-II Action indicators at later stage that will target the reforms in public sector to ensure alignment through different modalities used.

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 Priorities 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 continue to support strategic communication and public diplomacy as key pillars of supporting the implementation of EU-Jordan PPs that is funded under Sharaka Action. This is in line with the EU "whole of delegation" approach to strategic communication.

Furthermore, increased smuggling activities are observed at Jordan's eastern and northern borders. JAF together with Public Security Directorate (Ministry of Interior), General Intelligence Directorate and Jordanian Customs are fighting infiltrations of illegal trafficking, including the use of drones. The situation is worsened by increasing poverty levels within the area and military conflicts affecting the region. Such vulnerabilities could provide a fertile ground for illegal activities. The "Reinforcing Jordan's capabilities at the Eastern Borders" project funded by EU and MS during the period 2019-2022 enhanced Jordanian authorities' ability to quickly react to any humanitarian crisis or security threat at the Eastern borders (Iraqi and Syrian) and improved the sustainability of civil-military operations as it established an operational hub in Ruweished.

2.2. Problem Analysis

Short problem analysis

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. The implementation of the abovementioned 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.

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 being a main driver for economic reforms and other reforms associated with developing the political system.

This Action will ensure complementarity with the ongoing Sharaka Programme that was signed with GoJ in May 2023, for a total amount of EUR 15 million that has similar objectives but different delivery modalities. While the Sharaka Programme is designed to be responsive to demand-drive requests focusing on twinning and technical assistance as modalities for delivery, Sharaka-II Programme will be delivered in partnership with one or several EFIs that contemplate DPLs operations to support implementation of PSMR.

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. 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, sustainable water management, green and digital economy, private sector development, justice, women empowerment, job creation, etc.).

This Action is a continuation of the EU and MS-funded⁵ support provided to JAF in the Northern and Eastern regions with the successful establishment of a military hub in Ruweished. While the latter is fully operational, the Action will enhance its logistical capacity and develop its medical facilities.

This Action also complements the delivery of equipment to JAF including unmanned aerial vehicles (UAV), medical and engineering equipment, provided under the European Peace Facility (EPF).

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

This Action aims at supporting DPL operations in partnership with one or several EFIs.DPL operations will be disbursed against a matrix of economic development indicators and targets that will be jointly agreed between the Jordanian authorities, the EFI(s) and the EU Delegation to Jordan. The ultimate stakeholders of this component will be Jordanian public sector institutions in charge of implementation, while the main interlocutor remains the Ministry of Planning and International Cooperation, through which the targeted Jordanian public sector institutions will be determined and a close follow-up will take place.

Furthermore, JAF will also be a stakeholder with reference to the support provided to enhance borders' security.

⁵ Support provided in 2019-2021 under the Instrument Contributing to Stability and Peace (IcSP) and in 2022-2023 under joint French-Dutch assistance

Lastly, Jordanian citizens and the private sector are considered stakeholders as well 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 recent Actions such as (SAPPs) and (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.

Experience 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 which 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.

Agile and flexible programming was also among the lessons learnt from other traditional technical assistance projects that the EU had supported. A degree of flexibility in terms of counterparts and final beneficiaries was necessary to achieve effectiveness during implementation.

This Action is relevant and is well suited to facilitate dialogue between the EU and the GoJ to support EU-Jordan PPs and PSMR benefitting key Jordanian public administration bodies. Contribution to DPL operations will broaden our toolkits and create leverage with GoJ to promote public sector reforms. It is expected that triggers/indicators tied to the Action will build on ongoing or previous assistance and on new or complementary emerging needs. Furthermore, this Action will build on the lessons learned during previous EU and MS funder programmes with regards to the strengthening of the logistics capacity and medical facilities of the hub established in Ruweished.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

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

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

1. Enhance the effectiveness and efficiency of the public sector institutions to implement the EU Jordan Partnership Priorities 2021-2027 (and successive strategic documents);

- 2. Develop regulatory and policy frameworks that are conducive for green, digitalized and inclusive growth/economy;
- 3. Increase the visibility of EU policies and interventions in Jordan.
- 4. Support Eastern borders integrated management and enhance Civil-Military Cooperation (CIMIC) coordinated response in the area.

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

- contributing to Outcome 1 (or Specific Objective 1)
 - 1.1 Enhanced policy development and human resources management of GoJ institutions, with focus on improved quality, efficiency and inclusivity of public service delivery while taking advantage of digitisation potentials.
- contributing to Outcome 2 (or Specific Objective 2)
 - 2.1 Harmonized policy and regulatory framework with best practices, and/or strengthen its implementation in at least one of the areas of green, digitalisation and inclusive growth/economy enabling environment.
- contributing to Outcome 3 (or Specific Objective 3)
 - 3.1 Developed and implemented strategic communications plans and activities to enhance public diplomacy and engagement with target audiences, including the general public.
- contributing to Outcome 4 (or Specific Objective 4)
 - 4.1 The logistical and administrative Ruweished hub is fully operational.
 - 4.2 JAF are able to quickly and efficiently operate in the eastern borders area.
 - 4.3 Civil-Military Cooperation is implemented for the benefit of local and displaced populations in the JAF operational area.

3.2. Indicative Activities

Activities related to Output 1.1:

- Support the enhancement of the related policy planning, policy coordination and M&E systems to monitor public service performance inclusivity and quality;
- Support institutional strengthening and civil servants' capacity building for evidence-based policy making and implementation;
- Support the review of the Public Administration regulatory framework.
- Support the design, reengineering and delivery of user-oriented public services taking advantage of digitisation potential;

Activities related to Output 2.1:

- Support the development and implementation of green transition and green economy policies;
- Support the development and implementation of digital transformation plans;
- Support trade facilitation reforms and development, improvement, adoption and implementation of trade related policies, regulations and legislations and alignment of technical standards and frameworks;
- 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.

- Support the implementation of labour market policies, pension reforms and national social protection strategy;

Activities related to Output 3.1:

- 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.

Activities related to Output 4.1:

- Construction of an additional warehouse, a maintenance workshops and administrative buildings;
- Provision of specific logistical equipment;
- Provision of cargo vehicles, and efficient engineering and construction vehicles;
- Construction of a drilled well for self-sufficient water supply for the hub.

Activities related to Output 4.2:

- Construction of helipad to increase the mobility of JAF;
- Construction of fuel stations in different areas close to the borders;
- Installation of solar energy system to provide energy for JAF as well as civilians;
- Construction of strategic roads across the borders.

Activities related to Output 4.3:

- Construction of a medical facility to provide medical support to the JAF as well as civilian population;
- Provision of off-road ambulances for emergency treatment and evacuations and 3D MEDEVAC Kit:
- Provision of water tank vehicles in order to deliver water for civilian, refugees and military units.

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. The action will be aligned to the extent possible with the Convention on the Rights of Persons with Disabilities (CRPD) EU Strategy for the Rights of Persons with Disabilities (2021-2030), and the EU Guidance Note on Disability Inclusion in EU external action⁶.

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

N/A

Disaster Risk Reduction

N/A

3.4. Risks and Assumptions

Category	Risks	Likelihood (High/ Medium/	Impact (High/ Medium/	Mitigating measures
		Low)	Low)	
1-external environment	The impact of regional conflict(s) and its spill overs on Jordan economy and	M	Н	Disbursement is based on achievement of indicators/triggers that GoJ is committed to achieve. Continuous monitoring and report will be key for early detection and adoption of corrective measures

⁶ Leaving no one behind: Disability inclusion in EU external action, European Commission, 2021

	achievement of indicators			
2-planning, processes and systems	Lack of ownership of the reform agenda might lead to implementation gaps and delays.	М	Н	The EU Delegation maintains close contacts with key stakeholders like MoPIC and PMIO in addition to EFIs.
3-People and the organisation	limited absorption capacity, reduces the effectiveness of the action.	М	M	The EU Delegation will carefully monitor the absorption capacity of the beneficiary institutions, staff availability, skills and willingness to implement reforms.
3-People and the organisation	Centre of government institutions have weak steering capacity.	M	Н	Provision of Technical assistance to support the GoJ, including MoPIC and PMIO according to specific needs is implemented through the ongoing Sharaka Programme

External Assumptions

- Current conflict in Gaza does not extend to Jordan.
- On-going implementation of structural and economic reforms including Public Sector Modernization Roadmap (PSMR);

3.5. Intervention Logic

The underlying intervention logic is that 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 public services.

The implementation of the overall objective is foreseen to be achieved through the attainment of four specific objectives: (1) Enhance the capacity and efficiency 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; (4) Support Eastern borders management and enhance Civil-Military Cooperation (CIMIC) coordinated response in the area. 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 GoJ institutions expected resulted by this Action will lead to enhanced performance of government services. If PSMR implementation is on-going, 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 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 systems and improvement of HR skills is expected to enhance the overall institutional and administrative capacity of GOJ institutions. In addition, modernisation of HR management frameworks and systems will also support social inclusiveness and gender mainstreaming, thus directly contributing to the implementation of EU-Jordan PPs.

Also, attention will be paid to the empowerment and inclusiveness of women, youth and persons with disabilities while addressing public sector reforms. This comes in complementarity with EU policies on human rights, rights of persons with disabilities, and disability inclusion in EU external action.

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.

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. 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.

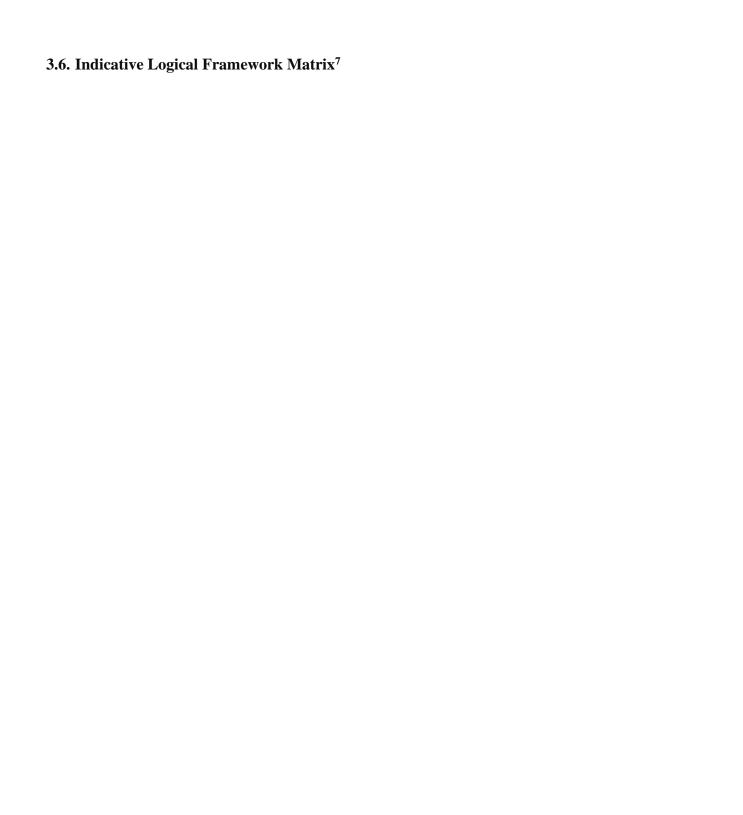
Under specific objective 3, increasing the visibility of EU policies and interventions in Jordan may contribute to improving advocacy, public support and stakeholder engagement in favour of reforms and initiatives by the Government of Jordan that are in line with EU-Jordan PPs.

Assuming that reforms of good governance and rule of law continue, 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.

Under specific objective 4, support to Eastern borders management and enhancing CIMIC coordinated response in the area will support Jordanian authorities (JAF mainly) to act as a main relief first line respondent in this remote area and be able to address any arising crisis. Due to the ongoing regional crisis, the economic situation in Ruweished community has deteriorated. Complementing previous EU- and EU-MS-funded support by putting Ruweished hub into full operations will elevate the operational capacity of JAF, the security on the ground and help fight drug smuggling and drug penetration in Jordan as well as cross-border trafficking activities.



 $^{^{7}}$ The indicators will be determined during Action implementation and further analysis of pillar-assessed entity and the ongoing EFIs' DPL operations

Results	Results chain: Main expected results [maximum 10	Indicators [it least one indicator per expected result	Baselin es (values and years)	Targe ts (value s and years)	Sources of data	Assumptions
Impact	To support the Jordanian administration in the implementatio n of the EU-Jordan Partnership Priorities.	World Bank Worldwide Governance Indicators (WGI) Government Effectiveness Score Jordan rank in World Bank Business Ready	1. 59.91 (202 2) 2. N/A	1. 60 (2027) 2. TBD	1.WGI Government Effectiveness Score 2. B-READY reports	Not applicable
		(B-READY)				
Outcom e 1	Enhanced the effectiveness, and efficiency, of the public sector institutions to implement the partnership priorities	1.1 Share of PSMR reforms implemented annually 1.2 Jordan rank in Government Efficiency Index (Government Sustainable Competitiven ess Index "GSCI" sub index)	1.1: N/A 1.2: 119 (2023)	1.1: To be define d	1.1 PSMR annual monitoring report 1.2 GSCI report	 Current conflict in Gaza does not extend to Jordan Public sector modernizatio n is on-going
Outcom e 2	Regulatory and policy frameworks that are conducive for green, digitalized and inclusive growth developed	2.1 Number of new/revised digital related policies with EU support 2.2 Value of exports/ exports as % of GDP 2.3 Number of government policies developed or revised with civil society organisation	2.1: 0 2.2: 27.8% (2022) 2.3: N/A	2.1: 3 2.2: 35% (2027) 2.3 TBD	2.1 MoDEE reports 2.2: Ministry of Trade 2.3 MoF annual report	 Current conflict in Gaza does not extend to Jordan The implementati on of structural and economic reforms is on-going

		participation				
Outcom e 3	Increased visibility of EU policies and partnership interventions in Jordan	through EU support 3.1 Percentage of people (disaggregated for men and women) that are aware of EU policies and interventions in Jordan 3.2 Percentage of people (disaggregated for men and women) that are satisfied with EU interventions in Jordan	3.1: N/A (Q2/23) 3.2: N/A (Q2/23)	3.1: 75% (2027) 3.2: 65% (2027)	3.1 citizen satisfaction survey 3.2 citizen satisfaction survey	Governance and rule of law reforms continue
Outcom e 4	Supported Eastern borders management and enhanced CIMIC coordinated response in the area	4.1 Improved JAF operations at North-Eastern Borders	4.1 N/A	4.1 TBD	4.1 JAF reports	Concise and prioritized needs
Output 1 related to Outcom e 1	1.1 Enhanced policy development and human resources management of GoJ institutions, with focus on improved quality, inclusivity and efficiency of public service delivery while taking advantage of digitisation potentials	1.1.1 Completion of the development program for current leaders, targeting (2000) government and executive leaders disaggregated by sex 1.1.2 Adoption of new human resources management 1.1.3 Application of integrated system for open and participatory policies development (disaggregated for men and women)	1.1.1: N/A 1.1.2: N/A 1.1.3: N/A	1.1.1: 100% (2027) 1.1.2: 100% (2027) 1.1.3: 100% (2027)	PMIO/SPAC/I PA reports	 Public sector reform is implemented SPAC/PMIO implement HRM modernization

Output 1 related to Outcom es 2	2.1 Harmonized policy and regulatory framework with best practices, and/or strengthen its implementatio n in at least one of the areas of green, digital and inclusive growth/econo my enabling environment	2.1.1 Percentage of automated public services 2.1.2 Percentage of applied governance model to regulatory bodies	2.1.1: N/A 2.1.2: N/A	2.1.1: 100% (2027) 2.1.2: 100% (2027)	PMIO/MoPIC reports	Structural reforms continue
Output 1 related to Outcom e 3	3.1 Developed and implemented strategic communicatio n plans and activities to enhance public diplomacy and engagement with target audiences, including the general public	3.1.1 Number of stakeholders participated, reached or engaged in communication activities 3.1.2 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	Public sector modernisatio n is on-going
Output 1 related to Outcom e 4	4.1 The logistical and administrative Ruweished hub is fully operational	4.1.1 Percentage of identified works completed 4.1.2 Percentage of identified equipment purchased, installed and commissioned	4.1.1: 0 4.1.2: 0	4.1.1: 100% 4.1.2: 100%	Implementing Partner reports JAF reports	• Needs are clear, well articulated and made within available budget
Output 2 related to Outcom e 4	4.2 JAF are able to quickly and efficiently operate in the eastern borders area	4.2.1 Percentage of identified works completed 4.2.2 Percentage of identified equipment	4.2.1: 0 4.2.2: 0	4.2.1: 100% 4.2.2: 100%	Implementing Partner reports JAF reports	• Needs are clear, well articulated and made within available budget

		purchased, installed and commissioned				
Output 3 related to Outcom e 4	4.3 Civil-Military Cooperation is implemented for the benefit of local and displaced populations in the JAF operational area.	4.3.1 Percentage of identified works completed 4.3.2 Percentage of identified equipment purchased, installed and commissioned	4.3.1: 0 4.3.2: 0	4.2.1: 100% 4.2.2: 100%	Implementing Partner reports JAF reports	• Needs are clear, well articulated and made within available budget

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 3.1 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

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

4.3. Implementation Modalities

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

4.3.1. Direct Management (Procurement)

Procurement will contribute to achieving Outcome 3.

4.3.2. Indirect Management with a pillar-assessed entity⁸

4.3.2.1. Indirect Management with a pillar-assessed entity

A part of this action will be implemented in indirect management with a pillar-assessed entity, which will be selected by the Commission's services using the following criteria:

- Knowledge and experience in the field of working on public administration reforms;
- Strong operational capacity and rigorous Monitoring and Evaluation system;
- Adhering to European Commission guidelines including visibility and communication requirements for external funded actions.

The implementation by this entity entails agreeing on indicators/triggers that will be earmarked for the EU contribution as part of development Policy Loans (DPLs) disbursements to the GoJ, in line with the objectives and outputs of this Action. The implementation by this entity will contribute to the achievement of Output 1 and Output 2.

4.3.2.2. Indirect Management with a pillar-assessed entity

A part of this action may be implemented in indirect management with Expertise France.

⁸ The signature of a contribution agreement with the chosen entity is subject to the completion of the necessary pillar assessment.

This implementation entails . building infrastructure and providing equipment for JAF directly contributing to Outcome 4

The envisaged entity has been selected using the following criteria:

- Strong knowledge and experience in the field of border management,
- Good track record in the implementation of similar programmes in Jordan and/or in the Middle-East region;

Expertise France implemented successfully previous support programmes that will be further complemented through this Action and therefore, it accumulated over the years the experience and knowledge necessary to implement the provision of enhanced logistical and medical capacity of the hub located in Ruweished. During earlier support, Expertise France demonstrated adaptability to field needs, applied a scalability approach and was able to replicate technologies used in international operations. Also, EF implemented similar Actions in Lebanon and African countries, thus having a strong track record and experience.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

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

If the implementation modality under indirect management as defined in sections '4.3.2.1' and 4.3.2.2 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by procurements under direct management would be used according to '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	
Outcomes 1 and 2 composed of	8 500 000.00
Indirect management with a pillar-assessed entity – cf. section 4.3.2.1	8 500 000.00
Outcome 3 composed of	1 350 000.00
Procurement (direct management) – cf. section 4.3.1	1 350 000.00
Outcome 4 composed of	10 000 000.00

Indirect management with Expertise France – cf. section 4.3.2.2	10 000 000.00
Evaluation – cf. section 5.2 Audit – cf. section 5.3	150 000.00
Strategic communication and Visibility – cf. section 6	will be covered by this Decision
Contingencies	N.A.
Totals	20 000 000.00

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.

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).

Arrangements for monitoring and reporting, including 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, as well as activity and/or monitoring reports of key strategic documents.

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. IFI/EFIs and 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 funded under this Action and its overall objectives.

The reporting should also take into account the human rights-based approach as well as how the intervention is contributing to gender equality and women's empowerment and disability inclusion.

5.2. Evaluation

Having regard to the nature of the action, a(n) final evaluation(s) 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 this Action comes as complementary to the ongoing Sharaka Programme.

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 exercise and missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

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

The evaluation shall assess to what extent the Action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion. Expertise on human rights, disability and gender equality will be ensured in the evaluation teams.

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 2022 guidance document <u>Communicating and raising EU visibility:</u> <u>Guidance for external actions</u> (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 contribution agreements.

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds. Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and the EU Delegation fully informed of the planning and implementation of specific visibility and communication activities before the implementation. Effectiveness of communication activities should be measured. Visibility and communication measures should also promote transparency and accountability on the use of funds. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

Appendix 1: IDENTIFICATION OF THE PRIMARY INTERVENTION LEVEL FOR REPORTING IN OPSYS

A Primary intervention (project/programme) is a coherent set of results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

- ✓ Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);
- ✓ Articulating Actions and/or Contracts according to an expected common chain of results and therefore allowing them to ensure a more efficient and aggregated monitoring and reporting of performance;
- ✓ Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

The present Action identifies as;

Contract level (i.e. Grants, Contribution Agreements, any case in which foreseen individual legal commitments identified in the budget will have different log frames, even if part of the same Action Document)		
\boxtimes	Single Contract 1	Reference to section 4.3.1
\boxtimes	Single Contract 2	Reference to section 4.3.2.1
\boxtimes	Single Contract 2	Reference to section 4.3.2.2