

Action Document for EU Trust Fund to be used for the decisions of the Operational Board

1. IDENTIFICATION

Title/Number	EUTF support to construct 10 schools in Jordan
Total cost	Total estimated cost: 33,000,000.00 EUR Total amount drawn from the Trust Fund: 33,000,000.00 EUR
Duration	Up to 60 months
Country	Jordan
Locations	Indicative locations of schools: Irbid, Mafrq, Zarqa, Amman
Indicative implementing Partner(s)	KfW
Main Stakeholder(s)	Ministry of Education Jordan
Aid method / Method of implementation	Project approach: Indirect Management (Delegation Agreement)
DAC-code	Main sector: 110 Education Sub-sectors: 112 Basic Education, 113 Secondary Education
Objectives	<p>The Overall Objective is to assist the Ministry of Education in responding to the needs for children and youth impacted by the Syria crisis identified in the Jordan Response Plan to the Syria Crisis 2017-2019, more specifically in responding to the sector specific objective Res 3.2 “Expanding Access to Formal Education in Host Communities”.</p> <p>The Specific Objectives are to:</p> <ul style="list-style-type: none"> • increase access to inclusive and child-friendly quality primary and secondary education for children in Jordan, including refugee children as well as host community children. • the implementation and management capacities of the Ministry of Education and the Ministry of Public Works and Housing as well as to increase the capacities of the school management in the effective and efficient operation of schools.
Main Activities (indicative)	<p>Component 1: Construction of 10 schools selected according to specific selection criteria which respond to areas with high numbers of refugee children from Syria and a large need for additional classroom space to reduce second shifts and class size</p> <p>Component 2: Complementary Consultancy Services</p> <ul style="list-style-type: none"> – Implementation consultancy measures – Technical assistance to ensure effectiveness, efficiency, sustainability

2. RATIONALE AND CONTEXT

The conflict in Syria has triggered the highest level of forced displacement since World War II, with almost five million registered refugees and more than 6 million internally displaced persons (IDPs). Seven years after the outbreak in 2011, the region is now facing a protracted crisis,¹ and the initial humanitarian challenges have altered to also affect the capacities of the host communities, their development and social stability.

The refugee response is increasingly recognizing the need to support more durable solutions. However, the lack of understanding of the implications of displacement, both to the refugees and the host communities, hinder the identification of the means and methods for an adequate refugee response.

The primary objective of the EU Regional Trust Fund in Response to the Syrian Crisis, “The Madad Fund” (hereinafter referred to as the Trust Fund/Madad) is to *“provide a coherent and reinforced aid response to the Syrian and Iraqi crises and the massive displacement resulting from them on a multi-country scale. In pursuit of this objective, the Trust Fund shall address the needs of three groups: refugees, internally displaced persons (IDPs) and returnees and provide assistance to the communities and the administrations in which those groups find themselves, as regards resilience and early recovery.”*²

Created in 2013, the Trust Fund was mandated to build resilience of affected populations and host communities to withstand the crisis. Madad works in complementarity with humanitarian action and development cooperation, and is an important tool for the implementation of the humanitarian-development nexus

2.1. Summary of the action and its objectives

The Action is in line with the "Strategic orientation document" of the European Union Regional Trust Fund in response to the Syrian Crisis (MADAD). It comprises the construction and equipment of primary and secondary schools in Jordan as well as accompanying consulting services. The choice of locations for the schools clearly responds to areas with high numbers of refugee children from Syria and a large need for additional classroom space to reduce second shifts and class size. The Action is in line with the identified needs in the **Jordan Compact** and the **Jordan Response Plan to the Syrian Crisis (JRP)**³ and is therefore highly relevant to the priorities of the Government of Jordan and the MADAD Fund in terms of refugee crisis response, e.g. to cater to displaced persons longer-term development needs, particular with regards to education for children.

The **specific objective 1 of this Action** is to increase access to inclusive and child-friendly quality primary and secondary education for children in Jordan, including refugee children as well as host community children.

The **specific objective 2 of this Action** is to increase the implementation and management capacities of the Ministry of Education and the Ministry of Public Works and Housing as well as to increase the capacities of the school management in the effective and efficient operation of schools.

¹ Defined as a situation in which 25 000 or more refugees of the same nationality have been in exile for five years or longer in a given asylum country (UNHCR).

² Agreement establishing the EU Trust Fund in response to the Syrian Crisis/the Constitutive Agreement, Art 2.

³ Jordan Response Plan for the Syria Crisis 2017-19, available online at: <https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/5956897e78d1714f5b61f5c2/1498843547605/JRP+2017-2019+-+Full+-+%28June+30%29.pdf>

The **overall development objective (impact)** of the Action is to assist the Ministry of Education in responding to the needs for children and youth impacted by the Syria crisis identified in the Jordan Response Plan to the Syria Crisis 2017-2019, more specifically in responding to the sector specific objective Res 3.2 “Expanding Access to Formal Education in Host Communities”. The wider impact of the action is felt through the acceptance of the concept of the school of the 21 Century as a guiding principle for school construction in Jordan. Parallel this is supported by the adoption of construction guidelines by the Ministry of Public Works and Housing, to be developed under the complementary measures, that will determine future school building activities in Jordan. .

2.2. Context

The Hashemite Kingdom of Jordan currently hosts around 650,000 officially registered refugees from Syria. The presence of refugees from Syria is concentrated within the Northern governorates of Jordan. 80% of the refugees live outside of the refugee camps in host communities. The high influx of Syrian refugees poses several challenges on the Jordanian public system.

The Jordanian educational system is generally functional. The country has a high literacy rate of almost 100%. However, the educational sector is characterized by quantitative and qualitative bottlenecks. Curricula are outdated and teacher motivation and training are limited. Schools have been overcrowded for many years. While the structural bottlenecks existed already before the outbreak of the crises in Syria and Iraq, in particular the high number of Syrian children poses severe additional strain on the public education system in Jordan. The Government of Jordan wants to ensure that refugee children enjoy the right to basic education by allowing all children in the country who have missed less than three years of schooling to enrol in Jordanian public schools. This represents a challenge for the educational system because more than half of the Syrian refugees are children, 236,000 of them are school-aged⁴ (6-17 years).

To cater the increased need for school places, double shifts were introduced in 98 schools in 2013-2014, in addition to another 102 schools in the year 2016/2017⁵ and many single-shifting schools are operated with significantly overcrowded classrooms (47% of all schools in school year 2015/2016). Operation of schools with double shifts and overcrowded classrooms leads to a decrease in educational quality through worsening learning conditions (noise, lack of individual support to students, reduced class hours, shortage of well-trained teachers) as well as increasing maintenance needs of the school infrastructure due to overuse. The stressed situation causes social tensions between the different nationalities within one shift or during the change of shifts. Therefore, donors agree with the Ministry of Education that the overcrowding of the educational infrastructure shall be eased. Furthermore, double-shifting schools represent only a temporary solution and the number of double-shifting schools shall be reduced over time as new school facilities become available. Despite the current overcrowding of classrooms and the introduction of additional double shifts, 90,000

⁴ Figure according to JRP 2017-19. The Draft Comprehensive Vulnerability Assessment Sub-Chapter Sector Education for the new JRP 2018-2020 makes reference to 212,463 school-aged children out of which 109,034 are male, and 103,429 are female.

⁵ Figures according to JRP 2017-19. Double shifts expected to increase to 206 in total in school year 2017/2018 according to information provided by UNICEF Jordan in September 2017.

Syrian children⁶ are still not enrolled in formal education. This is due to multiple factors. Besides lack of sufficient access, several demand-side barriers play an important role (for details refer to 2.3 Lessons Learnt).

The Action is fully aligned with the priorities identified by the Jordanian Government in the JRP and the contributions of the international donor community in the context of the Jordan Compact. In the JRP 2017-2019, the Government of Jordan pointed to a need for expansion of 450 existing schools and the need for construction of 150 additional new schools⁷. During the Brussel Conference to the Syria Crisis in April 2017, the need has been re-emphasized by the Jordanian Government.

While recognizing the urgent need to expand school infrastructure in Jordan, the Jordanian Government requires donor support in this field as a consequence to the multiple strains on the public system induced by the high influx of refugees. Therefore, ten out of the 150 additional new schools, needed as outlined in the JRP, have been submitted by the Ministry of Education via the Ministry of Planning to the EUD and the EUTF MADAD as a project proposal for financing.

The content of the present Action has been agreed between the Ministry of Planning and International Cooperation, the Ministry of Education, the Ministry of Public Works and Housing, the EU Delegation Amman and KfW during a joint meeting in Amman on October, 4th 2017. Bilateral German Financial Cooperation has been active in the field of school construction in Jordan since more than 15 years. Within this engagement, which has been implemented by KfW, 34 new schools have been constructed (two additional schools are still under construction). The programme will be closed next year. Due to the increasing need for additional school infrastructure as a consequence of the high influx of refugees, the German government has committed additional EUR 29 million in 2016 for a new school construction programme in Jordan to be implemented by KfW. Further funds are envisaged to be committed by the German side during the German-Jordanian Government Talks 2017. This Action shall be implemented by KfW as well and will benefit from the findings and lessons learnt of the past and future German school construction programmes. Thereby, significant synergies will be created.

According to the Jordanian government, the existing donor engagements do not cover the demand for additional school infrastructure. Besides bilateral German Financial Cooperation only USAID is supporting the construction of new schools to a significant extent. The USAID programmes related to the expansion of school infrastructure amount to approx. USD 430 million⁸. Several other donors are contributing to small-scale rehabilitation or extension of schools including MADAD e.g. QUDRA and AVSI. However, those measures can contribute only partly to easing the increasing demand for school places.

⁶ Figure according to JRP 2017-19. The Draft Comprehensive Vulnerability Assessment Sub-Chapter Sector Education for the new JRP 2018-2020 makes reference to 86,000 school-aged children out of school.

⁷ In line with Res 3.2 “Expanding Access to Formal Education in Host Communities” in the JRP 2017-19.

⁸ The total amount consists of the Jordan School Construction Project (USD 199 million, 2009 to 2015), Schools for Knowledge Economy (USD 95 million, 2015 to 2019), School Expansion Project (USD 100 million, 2014 to 2018) and Learning Environment Improved Infrastructure Project (USD 35 million, 2014 to 2018). In addition, USAID is financing furniture and equipment for USAID-Schools over UNOPS (USD 14 million, 2015 to 2019).

To ease the multiple strains on the Jordanian public budget, the UK, Canada, Norway, the EU and Germany are financing current costs within the Jordanian education budget, such as teacher salaries and text books.

Besides the lack of sufficient access to education, refugees from Syria face several demand-side barriers to education, ranging from financial vulnerability (e.g. costs for learning materials and transportation) to safety concerns by parents (e.g. lack of safe transportation means) and cultural aspects (e.g. child labour and early marriage). To this end, the German Government, the EU including MADAD and other donors have committed significant funds to UNICEF's *No Lost Generation Initiative*. The engagement of UNICEF aims at tackling the demand-side barriers to education. Those measures consist of door-to-door campaigns, support during the enrolment process and child-cash-grants to cover indirect costs for the school visit, amongst others. Furthermore, the Ministry of Education is implementing several measures to facilitate the school visit of refugee children, such as easing the formal requirements (registration status), the exemption from tuition fees and costs for textbooks for all refugee children.

The action takes place in the light of the agreement of 2016 between the EU and Jordan to provide work permits for specific professions where Syrian refugees are allowed to work, in particular the construction, agriculture and garment sectors.

2.3. Lessons Learnt

- During the implementation of past German bilateral school construction programmes, there have been time delays due to unclear responsibilities and tasks on the Jordanian side. This is related to the fact that two ministries are involved in the implementation of school construction projects: The Ministry of Education with the responsibility for school planning (capacity and locations) and operation and the Ministry of Public Works and Housing with the core mandate for the construction of public buildings and roads. To improve this, a **tasks and responsibilities matrix** has been agreed between the two ministries and KfW during the appraisal of the new German bilateral school construction programme. This matrix will become part of the contractual framework between the Jordanian side and KfW. The matrix also foresees an implementation consultant to ensure smooth implementation.
- Appropriate design of school facilities has a significant, positive impact on learning outcomes. Therefore, no standard design will be used for the selected school projects. It is foreseen to construct fully-functional, child-friendly schools within this Action. School designs shall have a strong focus on creating an improved learning environment inside and outside the classroom areas, i.e. ensuring sufficient ventilation and natural light in classrooms. The designs shall be in line with present-day pedagogic requirements, for instance by creating spaces that facilitate group work. Furthermore, the installation of Information and Communication Technology measures (e.g. computers) is foreseen. In addition, energy efficiency measures will be taken into consideration. The landscaping design, playgrounds and shaded areas shall become an important element in the overall effort of creating an improved learning environment. The provision of container or pre-fabricated schools is not part of the project measures. The existing design guidelines of the Ministry of Education are outdated and do not cover any guidance on topics such as landscaping or energy efficiency measures. Therefore, USAID has developed own guidelines for their programme.
- Schools in Jordan are usually not operated in an effective, efficient and sustainable way. Maintenance is insufficient, no afternoon activities take place, the community is not involved and teacher motivation is lacking. This endangers the long-term impact

of any school construction project. Furthermore, the involved ministries are lacking the implementation and management capacities as well as know-how for large projects based on state-of-the-art standards. This finding is underlined by the experience of the EU with the financing of six schools under budget support (EUSPER, ENPI 2011/022722). Those schools have been built according to the Jordanian specifications but failed to incorporate elements of modern management principles or IT access.

- Operation and maintenance: Operation and maintenance represent a severe challenge in the Jordanian public education system. Besides the lack of a coherent concept, insufficient funds are allocated for this task. Within the Jordanian annual educational budget EUR 4.7 million are earmarked for operation and maintenance. Considering the 3,700 total public schools, this makes only EUR 3,800 per school and year. This topic represents a common challenge in all (donor) projects related to school infrastructure and shall be taken up in the political dialogue.
- As a result of the Arab spring the EU BS programme under EUSPER (ENPI 2011/022722) a new indicator was introduced related to the construction of 6 schools. The construction process took much more time than originally foreseen and led to a rider to the decision. The 6 schools were built according to the Ministry's specifications but failed to build schools with modern management principles or IT access. In Oct 2017 the schools still lack vocational education, science labs, libraries and IT labs.

2.4. Complementary actions

This Action is complementary to and in synergy with past, current and future bilateral German engagements as well as other EU and USAID funded projects.

Based on the lessons learnt, the complementary consultancy services shall focus on the following measures:

- To ensure smooth implementation, it is foreseen to apply the tasks and responsibilities matrix of the bilateral German programme also during the implementation of this Action. This includes the assignment of an implementation consultant. Chapter 4 'Implementation Issues' provides more details on the tasks of the consultant and the workflow.
- To ensure the sustainability of the Action and to enable the Ministry of Education to develop state-of-the-art school projects in the future without donor interference, it is foreseen to provide technical assistance to support to the Ministry of Education in developing state-of-the-art Architectural Design Guidelines for school construction including Energy Efficiency Measures and Landscaping Guidelines. This represents an explicit wish of the Ministry of Education. The old Ministry of Education guidelines and the USAID guidelines shall be taken into account and blended where applicable when elaborating the new guidelines.
- To ensure the effectiveness, the efficiency and the sustainability of the Action, the implementation consultant shall be responsible for technical assistance measures related to the above mentioned problems. Those include but are not limited to trainings to the school management in the proper operation and management of the school as well as capacity development measures to increase the implementation and management capacity of the Ministry of Education and the Ministry of Public Works and Housing. It is foreseen to create 'schools of the 21st century' which are energy efficient and incorporate the use of modern information and communications technology.

- The proposal is to have a conference early 2018 on the theme 'school of the 21 century' which would stipulate the overall guidelines for the school construction (see below under 3.2 for more information).

2.5. Donor co-ordination

Donor Actions in the context of the Syria Crisis are aligned according to the needs identified within the Jordan Response Plan to the Syria Crisis and the Jordan Compact. In addition, Actions within the field of education are coordinated by the Education Donor Group, co-chaired by UK and Germany. Among the main participants in the donor group are UK, Germany, the EU, USAID, Canada, Norway, the Swiss Agency, KOICA, JEN (Japan Emergency NGO) and the Italian Cooperation. The EU Delegation Amman, the MADAD project officer and KfW participate in the meetings of the Education Donor Group on a regular basis.

3. DETAILED DESCRIPTION

3.1. Objectives

The **overall development objective (impact)** of the Action is to assist the Ministry of Education in responding to the needs for children and youth impacted by the Syria crisis identified in the Jordan Response Plan to the Syria Crisis 2017-2019, more specifically in responding to the sector specific objective Res 3.2 “Expanding Access to Formal Education in Host Communities”. The wider impact of the action is felt through the acceptance of the concept of the school of the 21 Century as a guiding principle for school construction in Jordan. Parallel this is supported by the adoption of construction guidelines by the Ministry of Public Works and Housing, to be developed under the complementary measures, that will determine future school building activities in Jordan.

The **specific objective 1 of this Action** is to increase access to inclusive and child-friendly quality primary and secondary education for children in Jordan, including refugee children as well as host community children.

The **specific objective 2 of this Action** is to increase the implementation and management capacity of the Ministry of Education and the Ministry of Public Works and Housing as well as to increase the capacities of the school management in the effective and efficient operation of schools.

The Action is in line with the identified needs in the **Jordan Compact** and the **Jordan Response Plan to the Syrian Crisis** and is therefore highly relevant to the priorities of the Government of Jordan and the MADAD Fund in terms of refugee crisis response, e.g. to cater to displaced persons longer-term development needs, particular with regards to education for children.

3.2. Expected results and main activities

The Action comprises the construction of 10 schools of the future and equipment of primary and secondary schools in Jordan as well as complementary consultancy services. Assuming an average number of classrooms per school of 18, an average class size of 38 and the operation of the new facilities as double-shift schools, approx. 10,000 children⁹ will benefit from the Action annually. Besides regular classrooms, the new schools will usually have

⁹ Calculation based on pre-assessment data. Target values need to be verified at the beginning of the implementation. Assuming schools are single-shifted approx. 6.800 children will be targeted.

laboratories, a library, computer rooms, administration rooms, a multi-purpose hall, rooms for kinder garden and sufficient sanitary facilities. In addition, shaded playground areas outside will be ensured. The Action comprises a turnkey delivery of the new facilities, i.e. when handed over to the Ministry of Education, the facilities are fully functional. However, the provision of teaching and learning materials lies within the responsibility of the Jordanian Ministry of Education.

3.2.1. The **expected results** are:

The expected results of this Action are:

- Access to inclusive and child-friendly quality primary and secondary education for children in Jordan, including refugee children as well as host community children has been increased.
- The implementation and management capacity of the Ministry of Education and the Ministry of Public Works and Housing as well as the capacities of the school management in the effective and efficient operation of schools have been increased.

More in particular, ten primary and secondary schools have been constructed and equipped on a turnkey delivery basis according to modern quality standards and state-of-the-art guidelines, which represent the ‘schools of the 21st century’, and are used by the target group¹⁰.

It is envisaged to conduct a conference on the topic ‘schools of the 21st century’ in early 2018 in Amman. Several stakeholders including representatives of the Government of Jordan shall participate in the conference in order to jointly develop a common understanding of the features of such schools as well as of the implications for this Action.

Ten of the 150 additional new schools, needed as outlined in the JRP, have been submitted by the Ministry of Education to the EUD as a project proposal. Due to the choice of locations, which clearly responds to areas with high numbers of refugee children from Syria and a large need for additional classroom space to reduce second shifts and class size, it is expected that students from Syria will be among the main beneficiaries of the Action. A first screening seems to confirm that the proposed schools are in line with the overall Action objective to increase access to inclusive and child-friendly quality primary and secondary education for children in Jordan, including refugee children as well as host community children. All school sites suggested by the Government of Jordan are located in the areas which host the largest share of refugees from Syria.

According to the UNHCR statistics from mid-March 2015, the highest proportion of Syrian refugee students was hosted by the governorates Irbid (32%), Amman (31%), Mafraq (13%) and Zarqa (11%). Those locations are also reflected in the school list provided by the Government of Jordan. However, one of the first steps of the envisaged Consultant support will be to elaborate detailed selection criteria in coordination with EUD and KfW and to verify the pre-selected schools against the above mentioned objective and the elaborated criteria. The proposed school list can be found in Annex 2. It is possible that substantial changes may occur in the final list after a careful verification process, which will focus particularly on landownership and access to Syrian refugees.

Furthermore, an expected result is that the effectiveness, the efficiency and the sustainability of the Action are ensured by increasing the implementation and management capacity of the

¹⁰ The target value of ten schools is based on the assumption the state-of-the-art schools of the future will be constructed. However, a cost optimization at the beginning of the implementation period will be conducted. Based on this and based on the currently relatively weak Jordanian currency, it will be examined whether more than ten schools can be constructed out of the existing project funds.

Ministry of Education and the Ministry of Public Works and Housing and by training the school management in the proper operation and management of the school.

A tentative log frame summarizing the objectives, indicators and underlying assumptions can be found in Annex 1.

3.2.2. *The main activities will be:*

Component 1: Construction of 10 schools selected according to specific selection criteria which respond to areas with high numbers of refugee children from Syria and a large need for additional classroom space to reduce second shifts and class size¹¹

Component 2: Complementary Consultancy Services

- Implementation consultancy measures
- Technical assistance to ensure effectiveness, efficiency, sustainability

Details and subcomponents are outlined below in the next sub-paragraph.

3.2.3 *Components*

Component 1: Construction of ten schools

Component 1 consists of but is not limited to the following tasks:

- Tendering of construction works and implementation of construction works: After the design phase, the tendering phase for the construction works begins. Tendering will be conducted according to KfW Guidelines. After award of the construction works, the construction phase can start. Clustering of several schools into tender packages shall be examined in order to speed up implementation while ensuring sufficient competition and competitive market prices.
- Specification, Tendering and Delivery of Equipment and furniture: Before the end of the construction phase, appropriate furniture and equipment shall be specified and procured in a way that the start of the school operation will not be delayed by this process.

Component 2: Complementary Consultancy Services¹²

Component 2a: Implementation consultancy measures, including but not limited to the following tasks:

¹¹ In an email dated 10 November 2017 the EUD was informed by UNESCO that the MoE's School Mapping Department within Planning Directorate is now coming up with alternative suggestions for the locations. This was further clarified in a subsequent email of 13 November by Abdullah Hassouneh, Head Policy & Strategic Planning Division, Ministry of Education. The email states: "We have previously submitted a nomination for the construction of (10) schools in light of the Jordanian response plan for the Syrian crisis to the European Union. Recently, we created the school mapping unit in planning department in MOE, and started using the Web GIS program. We use this tool now, and we start reviewing the candidate projects to serve our goals. We are working on making corrections and searching for suitable sites with suitable plots of land owned by the Jordanian state (moe), We are also working on selecting the most effective and convincing sites. Very Soon we will provide you recommendations based on the use of Open EMIS data and Web GIS tool analysis. Might replacing another schools in different locations."

¹² The service contract for component 2a and 2b shall be awarded after a non-objection from KfW based on transparent and competitive procedures as foreseen by the special and general conditions of a DA.

- Elaboration of selection criteria in line with Action goals and assessment of the proposed school list with respect to the criteria.
- Elaboration of individual design for each school based on the new Design Guidelines, once available¹³
- Elaboration of Environmental and Social Impact Assessment / Environmental and Social Management Plan based on KfW Guidelines and requirements from the Jordanian government
- Construction supervision and reporting
- Planning and implementation of communications and visibility measures
- Management of defects and liability period¹⁴: During this phase of up to 24 months regular monitoring of the school facilities in operation including quality controls have to be conducted. Remedial works have to be instructed and supervised. Furthermore, contractors' as-built documents shall be verified randomly.

Component 2b: Technical assistance to ensure effectiveness, efficiency, sustainability

- Technical assistance to support to the Ministry of Education in developing state-of-the-art Architectural Design Guidelines for school construction including Energy Efficiency Measures and Landscaping Guidelines
- Technical assistance to increase implementation and management capacities of the Ministry of Education and the Ministry of Public Works and Housing
- Technical assistance to train the school management in the proper operation of the school.¹⁵

3.2.4 Workflow and the Role of KfW

While the beneficiary of the project is the Jordanian government, KfW plays an important role in monitoring and reviewing each process step with regards to its alignment with international practices and guidelines. To this end, each tender document, each negotiated contract and each individual design etc. require KfW's prior non-objection. Furthermore, KfW will implement appropriate measures to ensure the visibility of the EUTF MADAD in response to the Syrian crisis. KfW will be supported during its tasks by a local monitoring and visibility consultant. This consultant shall be based in the KfW Office Amman and be the daily focal point for the EUD. This position shall be financed out of project funds.

Furthermore, it is agreed that an implementation consultant shall be assigned to assist the Ministry of Public Works and Housing and the Ministry of Education with the preparation, implementation and monitoring of the project with respect to technical, financial and organizational aspects. The contract shall be signed by the Ministry of Public Works and Housing. Amongst the responsibilities of the implementation consultant are planning and coordination of Programme activities, selection of school sites in coordination with the Ministry of Education, review and approval of final school designs, preparation of tender and contracts for construction works and coordination between the involved stakeholders. In order

¹³ Due to the tight time schedule, it is envisaged to launch the tender of one construction package already before finalizing the review of the design guidelines.

¹⁴ See risks and assumptions: this should be detailed in the contract which is under the PAGODA regime

¹⁵ It should be noted that the schools will be supported by the set-up of Parents-Teachers-Associations which will bring the communities together and create ownership of the physical environment of the schools, which is particularly relevant in boys schools.

to create as much synergies as possible it is foreseen that the same implementation consultant who will be selected based on international public tender for the bilateral German school construction programme shall also be responsible for the EU MADAD school construction programme.

3.2.5 Establishment of a Special Tendering Committee

For all tenders to be launched under the Action, a special tendering committee (STC) shall be used. Such a committee was already established for tenders under the bilateral German school construction project. Experiences during USAID financed projects with the same setup have shown to be efficient and time-saving. It is agreed that this special committee will be mandated to carry out the tendering of all consultancy and construction contracts under the EU financed Programme as well. The committee shall consist of representatives from MoPWH, MoE, as well as one representative from the General Tendering Directorate. The Implementation Consultant acts as observer in the STC. The decisions of the STC are subject to approval of KFW, the Minister of Public Works and Housing and the Minister of Education.

3.3. Risks and Assumptions

The main **risks and assumptions** for the success of the project and its implementation include:

Risks and Assumptions	Mitigating Measures
<p>The security situation remains stable.</p> <p>The Government of Jordan’s commitment to providing formal educational access for all refugee children remains in force. Social tensions do not undermine the acceptance of support for Syrian refugees among the Jordanian population.</p> <p>Education remains a priority area for the Government of Jordan.</p>	<p>Macro-level assumptions which cannot be influenced by the Action or other donor activities.</p>
<p>Land ownership is clear and land titles are available. Otherwise, severe delays may be caused.</p>	<p>Only land plots where the land titles are available to the Jordanian Ministry of Education shall be considered for the purpose of this Action.</p>
<p>The target group uses the new school facilities and is not prevented from the usage by demand-side barriers.</p>	<p>Other donors complement this Action by addressing several demand-side barriers to the school visit of refugee children.</p>
<p>Sufficient funds for sustainable operation and maintenance are made available by the Jordanian government.</p> <p>Sufficient teachers and other staff are employed by the Ministry of Education and the financing of their salaries is secured.</p>	<p>The Separate Agreement to the Financing Agreement to be signed by KfW and the Ministry of Public Works and Housing and the Ministry of Education clearly points of the responsibility of the Government of Jordan to provide sufficient funds for the proper operation of the new school facilities.</p>

	In addition, projects by other donors support the Government of Jordan in covering the additional running costs related to the influx of refugees. ¹⁶
No significant delays during implementation occur, e.g. due to unclear responsibilities between the involved parties.	A matrix outlining a clear division of tasks and responsibilities of the involved parties has been elaborated and will become part of the contractual framework between KfW and the Hashemite Kingdom of Jordan.
No significant cost increases take place, e.g. through price surges in the markets for materials and staff/wages or exchange rate changes.	A frequent cost monitoring will be conducted. Furthermore, at the beginning of the implementation period a cost optimization for all programme measures will be done.
The liability under the contract	The DoA needs to be very carefully scrutinised on the aspects of liability and responsibility and to make sure that the Ministry in that case is grant beneficiary. ¹⁷

3.4. Cross-cutting issues

- Gender: The literacy rate in Jordan is almost identical for males and females. Statistics regarding the school visit of Syrian students provide a balanced picture as well. Throughout the project design and implementation, gender mainstreaming will be taken into consideration. The proposed Action will benefit boys and girls equally and create employment opportunities for male and female teachers. Gender issues related to the design of schools will receive special attention. For instance, each school shall have appropriate sanitary facilities. Furthermore, there will be separate facilities for boys and for girls. In designing such systems, local customs and traditions have to be respected, e.g. in the orientation of access and respect for privacy.
- The action aims to employ a certain percentage of Syrians in the construction work of the 10 schools¹⁸. In this way the action contributes to the EU effort to open the labour market for Syrians in specific professions.
- Disability: Only few schools in Jordan are fully handicapped-accessible. Therefore, inclusion shall be a central aspect during the design of the schools to ensure that the newly created infrastructure is accessible and the learning environment suitable to

¹⁶ The World Bank P4R Education project, financed under the Global Concessional Financial Facility (GCF) targets in particular the operational costs and maintenance of the schools under the public education system (source: 3rd steering committee, 29 October 2017, Amman).

Under Madad, GIZ is implementing the Qudra project which has a component in Jordan that deals with school refurbishment and maintenance. It will introduce the German concept of 'hausmeister' (janitor)

¹⁷ The issue of liability will be addressed at the contract level, i.e. the PAGODA

¹⁸ This will be further specified in the Description of the Action of the contract. The feasibility still needs to be assessed during appraisal stage by KfW in early 2018.

handicapped children, who will have equal access to the standard learning material and books.¹⁹

- Energy efficiency: Technical assistance to support to the Ministry of Education in developing state-of-the-art Architectural Design Guidelines for school construction including Energy Efficiency Measures and Landscaping Guidelines is part of the Action and shall be conducted by the implementation consultant.
- Environmental and Social Impact Assessment (ESIA) / Environmental and Social Management Plan (ESMP): The responsibility to carry out the assessment lies with KfW and will be conducted in line with KfW guidelines (World Bank Standards). It is foreseen to conduct the assessment before the start of construction works, but after the Conclusion of the Delegation Agreement. The implementation consultant will be in charge to monitor the implementation of the ESMP. This assessment will include a Disaster Risk Reduction (DRR) study, taking mainly into consideration the physical hazards that may occur.
- Security and Safety: Security and safety considerations are of utmost importance during the implementation of construction works. The implementation consultant shall analyse and describe all occupational health and safety (OHS) concerns brought about by activities during the different phases of the project as part of the ESIA and the ESMP. The implementation consultant shall make recommendations on corrective and remedial measures to be implemented.
- Social cohesion/conflict-sensitivity: Community development through afternoon activities for adults and extracurricular activities for students shall be implemented to foster social cohesion. This is of particular importance in the light of increasing social tensions between the different population groups. The schools will be supported by the set-up of Parents-Teachers-Associations which will bring the communities together and create ownership of the physical environment of the schools, which is particularly relevant in boys schools.

3.5. Stakeholders

Implementation of activities will be undertaken in collaboration with the staff of the Ministry of Education and the Ministry of Public Works and Housing. Other stakeholders are represented by the Jordanian local governments in the governorates and the respective local communities. All relevant stakeholders shall be involved in the main decisions and shall be well informed about the project developments and main issues during implementation.²⁰

4. IMPLEMENTATION

4.1. Financing Agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of the Regulation (EU, Euratom) No 966/2012.

¹⁹ The schools will be equipped with ramps, allowing physically handicapped children to go to school. In Jordan there are separate schools for the visually and hearing impaired children.

²⁰ The identification of specific roles and responsibilities of the main stakeholders will be reflected in the PAGODA through a gphant diagram

4.2. Indicative implementation period

The indicative operational implementation period of this Action, during which the activities described in section 3.2 will be carried out and the corresponding contracts and agreements implemented, is 60 months, from the date of adoption of the Action Document.

4.3. Indirect management with a Member State agency

This action may be implemented in indirect management with Kreditanstalt für Wiederaufbau (KfW) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

4.3.1 The role of KfW

KfW has the liability and responsibility for the implementation of the action. The Jordanian government is the beneficiary of the action. KfW is best placed to carry out this action as it is already active in constructing schools in Jordan. The Action will create significant synergies by making use of the existing experiences and already established structures of the bilateral German school construction programme implemented by KfW. KfW has experience in working in school construction in Jordan since more than 15 years. It has a long lasting experience in investment financing (contracting, procurement, and disbursement), assuring tailored Technical Assistance (including tender agents and consultants) and in monitoring of projects in various sectors in Jordan. The processes and procedures developed and applied by KfW strongly contribute to a swift implementation of infrastructure projects including such in fragile regions. To this end, this Action shall follow the same main stipulations as agreed between the Jordanian government and KfW during the preparation of the bilateral German school construction programme. This will save time and resources and at the same time bundles existing capacities towards better outcomes at macro-level. It also ensures unified and strong ownership by the Jordanian government working with one central counterpart on the school construction. No other agency currently offers these advantages.

KfW has worldwide experience in the education sector and is engaged through the Madad fund for the construction of school buildings in Turkey.

The operation and maintenance of the new facilities lies within the responsibility of the Jordanian Ministry of Education. This includes amongst others the employment of sufficient teachers and supporting staff as well as the provision of textbooks and other learning materials. All operational costs for the schools are to be fully covered by Jordanian budget funds.

4.4. Indicative budget

Component	Amount in EUR
Delegation Agreement with KfW	33,000,000.00

* The costs for evaluation, audit and communication and visibility will be included in the project's budgets and/or contracted separately via service contracts.

4.5. Performance monitoring

The progress of the action will be monitored as follows

Monitoring shall be ensured primarily through EU Delegations in-country and in particular with the assistance of specific Trust Fund field & liaison officers posted within the EU Delegations. In addition, the EU Trust Fund is launching an independent M&E exercise to

accompany all Fund programmes and ensure that targets are met and lessons learnt can be incorporated into other EUTF actions. The purpose of the MADAD EUTF Monitoring and Evaluation Framework would be to assess, across various levels, the degree to which the Overall Objective of the Trust Fund has been achieved. Partners implementing this Action will comply with the ad hoc Monitoring and Evaluation Framework developed for the MADAD Fund as well as with the quarterly progress reporting requirements and tools being developed by the EU Trust Fund. The monitoring and evaluation exercises mentioned above will represent milestones in the implementation of the activities. These regular assessments will constitute a basis for a possible decision of suspension or revision of activities, should the conditions on the ground not allow for their proper implementation.

KfW will fulfil its reporting obligations in line with KfW's standard operating procedures and with the provisions to be laid down in the PAGODA 2 General and Special Conditions that will be part of the Delegation Agreement.

KfW will submit yearly progress reports and a final report, both consisting of a narrative part and a financial part. Any alternative or additional reporting requirement shall be set out in the Special Conditions. KfW shall notify the Contracting Authority without delay on any circumstances likely to adversely affect the implementation and management of the Action or to delay or jeopardise the performance of the activities.

KfW HQ will carry out monitoring missions on an annual basis to review the progress of the implementation of the Action. In addition, the KfW local monitoring team will perform site inspections and verify project progress, compliance with procurement guidelines, and eligibility of expenditures. This Action is subject to KfW's standard evaluation procedures.²¹

4.6 Evaluation and audit

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements. Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. The amount dedicated in the budget for external Evaluation and Audit purposes is EUR. Evaluation and audit assignments will be implemented through service contracts making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

KfW shall apply its own accounting, internal control and audit systems which have been positively assessed in the ex-ante pillar assessment.

4.7 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. Beneficiaries, host communities and administrations in Syria's neighbouring countries, the European public, EU Members States and other stakeholders of the Trust Fund need to be informed about the EU's efforts as the leading donor in the Syria crisis response. Insufficient visibility of the EU's actions weakens the EU's political traction in the region and its standing in Europe. Unsatisfactory recognition of knowledge of EU assistance also has a

²¹ This includes but is not limited to periodical progress reviews at the construction sites including technical meetings with KfW architects, meetings and consultations with contractors, consultants and implementing partners within the Jordanian government on a central and a local level as well as sampling inspection of allocation of funds, invoices and payments.

potential to negatively affect the EU's political efforts to resolve the Syria crisis and its future role in a post-peace agreement transition.

Communication and visibility is an important part of all EU Madad Fund programmes and must be factored in to underline the programme's importance at all stages of the planning and implementation. Each implementer is required to draw up a comprehensive visibility, communication and outreach plan for their respective target country/community and submit a copy for approval to the EU Madad Fund's Communication and Outreach Lead. The related costs will be covered by the project budgets. The measures shall be implemented by the implementing consortium/ia, and/or contractors, and/or grant beneficiaries. Appropriate contractual obligations shall be included in, respectively, procurement and grant contracts.

The global objective of the EU Madad Fund's communication and visibility campaigns, and hence of the implementing partner, is to improve recognition, public awareness and visibility of the comprehensive and joint EU efforts to effectively address the consequences of the Syrian and Iraqi crises. This should be done by highlighting the Action's real-life impact and results among defined target audiences in the affected region but also vis-à-vis the general public, donors and stakeholders in the EU Member States.

The Communication and Visibility Manual for European Union External Action together with specific requirements for the EU Madad Fund serve as a reference for the Communication and Visibility Plan of the Action and the relevant contractual obligations. According to the EU Madad Fund's Visibility and Communications strategy all communication and outreach campaigns must be evidence-based, people-oriented and easily understandable. Regional outreach and communication must be conflict sensitive, strategic, do no harm and mindful of the differentiation in messaging for beneficiaries and stakeholders in each country of operation of the Action. The campaigns must place the beneficiaries at the center and thus ensure adequate ownership. Messaging should have a human face, be empathic, honest, transparent, direct, unambiguous, neutral and conducive to a highly sensitive human and political environment, in addition to being gender-sensitive and gender-balanced.

Furthermore, campaigns should also include components of participatory and engaging communication, where the beneficiary becomes a key actor. This will support the EU Madad Fund's programs in promoting social cohesion, inclusion, dialogue and help mitigate tensions and misperceptions between refugee and host communities.

KfW will coordinate with EUD Amman where necessary activities such as site visits and interviews. All media outputs shall be shared and made available for use of the European Union / the EU TF free from copyrights and limitations. Media related events will be carried out in partnership with EUTF and EUD in line with EU guidelines.

Annexes

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| Annex 1 | Log Frame |
| Annex 2 | List of Proposed School Sites |

ANNEX 1 - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by gender whenever relevant.

	Results chain	Indicators	Baselines (incl. reference year)	Targets ²² (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To assist the Ministry of Education in responding to the needs for children and youth impacted by the Syria crisis identified in the Jordan Reponse Plan to the Syria Crisis 2017-2019, more specifically in responding to the sector specific objective Res 3.2 “Expanding Access to Formal Education in Host Communities”.	Reduction of the number of Syrian school-aged students not enrolled in formal education	Approx. 90,000 of this registered with UNHCR (as per JRP 2017-19)	according to recent Jordan Response Plan, updated annually	Jordan Response Plan to the Syria Crisis / Development Coordination Unit of the Ministry of Education.	The Government of Jordan’s commitment to providing formal educational access for all refugee children remains in force. Education remains a priority area for the Government of Jordan. The security situation remains stable.
Specific objective(s): Outcome(s)	The specific objective 1 of the Action is to increase access to inclusive and child-friendly quality primary and secondary education opportunities for Jordanian and Syrian children. The specific objective 2 of this Action is to increase the implementation and management capacity of the Ministry of Education	Number of students per classroom Space available per student in classroom The quality of the learning environment is assessed as “good” (on a scale with bad, satisfactory and good) during	n.a. n.a. n.a.	36-40 1,25 – 1,4 m ² 80% of the survey participants	Project monitoring reports The reporting on the indicators shall be conducted by KfW on annual	The target group uses the new school facilities and is not prevented from the usage by demand-side barriers. Social tensions do not undermine the acceptance of support for Syrian refugees among the

²² The target values shall be determined at the beginning of the implementation period.

	and the Ministry of Public Works and Housing as well as the capacities of the school management in the effective and efficient operation of schools.	a representative study at the new schools.			basis, starting in the 2 nd year of implementation (but not before the first schools have been completed).	Jordanian population.
Outputs	Selected schools have been constructed in areas with a large number of Syrian refugee students and are usable throughout the whole year.	Additionally new constructed schools	0	10	Project monitoring reports	Sufficient funds for sustainable operation and maintenance are made available by the Jordanian government.
	The newly constructed schools are functional and equipped appropriately.	Additionally created functional and equipped school places: total / girls	0	6.800 / single-shifting approx. 3.000 - 3.400 and approx. 10.000/4000-5000 if the school is operated as a double shift school	The reporting on the indicators shall be conducted by KfW on annual basis, starting in the 2 nd year of implementation (but not before the first schools have been completed).	Sufficient teachers and other staff are employed by the Ministry of Education and the financing of their salaries is secured. No significant delays during implementation occur, for instance due to unclear responsibilities or missing land titles.
	The implementation and management capacity of the Ministry of Education and the Ministry of Public Works and Housing has been increased.	Design Guidelines have been developed.	n.a.	yes		No significant cost increases take place, for instance through price surges in the markets for materials and staff/wages or exchange rate changes.
	The school management and teachers have been trained and are qualified to operate the school effectively and efficiently.	Number of trained teachers and principals.	0	at least one training per school		

Annex 2

School Building Proposed to the EU																
No.	Project	Governorate	Province	Directorate	Land Location		Land Area/m ²	Classrooms		Grades		Construction justification	Estimated Cost in JDs			
					Plot	Dock		No.	Area/m ²	Lowest Grade	Highest Grade		Studies, design and supervision	Construction	Furniture and equipment	Total Cost
1	Alnahda Basic Mixed School	Irbid	Ramtha	Ramtha	586	Southern Jarf 20	6000	22	52	KG	12	Solving the Problem of the double shift in the Alnahdah School to serve (400) female Syrian students.	150,000.00	1,800,000.00	125,000.00	2,075,000.00
2	Huwarah Basic Mixed School	Irbid	Qasabet Irbid	Qasabet Irbid	210/213/322	Eastern Jour 27	9017	24	52	KG	10	Accommodating the Syrian students and reducing the overcrowding in the schools in Huwarah area.	160,000.00	1,900,000.00	130,000.00	2,190,000.00
3	Ishbeilyah Basic Mixed School	Irbid	Alkourah	Alkourah	213	Dock Aidduer	5745	16	52	KG	10	Accommodating Syrian students and eliminating the rented school buildings.	110,000.00	1,200,000.00	110,000.00	1,420,000.00
4	Aisha Um almour'mineen Basic Mixed	Almafraq	North West Badia	North West Badia	938	5	5000	16	52	KG	10	Accommodating Syrian students and eliminating the rented school buildings.	110,000.00	1,200,000.00	110,000.00	1,420,000.00
5	Sa'eed Ala'a Eddin Secondary School for Boys	Amman	Aljamia'a Province	Aljamia'a Province	4831	10	9902	30	52	KG	12	Solving the Problem of the double shift in Sa'eed Ala'a Eddin School. The Project serves (900) Syrian students as well as accommodating more students.	200,000.00	2,500,000.00	150,000.00	2,850,000.00
6	Alrabia'a Secondary Mixed School	Amman	Qasabet Amman	Qasabet Amman	1539/431	Western Malfouf 23	11500	30	52	KG	12	Accommodating Syrian students and building a school in the new neighborhoods to serve the people in the area.	200,000.00	2,500,000.00	150,000.00	2,850,000.00
7	Abou Sayah Secondary Mixed School	Zarqa'	Ruseifeh	Ruseifeh	21	Alsour 1	20000	26	52	KG	12	Solving the Problem of the double shift in Abou Sayah Basic Girls(491 students) and Abou Sayah Basic Boys school (453 students) and Accommodating Syrian students.	200,000.00	2,500,000.00	150,000.00	2,850,000.00
8	Alturrah Basic Mixed School	Irbid	Ramtha	Ramtha	259	Sultan Aljazeera 26	6230	24	52	KG	10	Accommodating Syrian students, leaving the rented school of Arwa Bint Abd Almutaleb, reducing overcrowding and addressing the expansion.	160,000.00	1,900,000.00	130,000.00	2,190,000.00
9	Bala'ma Secondary Mixed School	Mafraq	Qasabet Almafraq	Qasabet Almafraq	140	Maqta' Ras Edwan 8	12183	22	52	KG	12	Solving the Problem of the double shift in the Bala 'ma School, serving (300) female Syrian students and accommodating more students.	150,000.00	1,800,000.00	95,000.00	2,045,000.00
10	Seil AlZarqa' Basic Mixed School (New Name)	Zarqa'	Qasabet Alzaraqqa'	Qasabet Alzaraqqa'	526	Khirbet Alhadeed 7	4766	30	52	KG	10	Accommodating Syrian students and leaving several rented and double shift schools in the area.	200,000.00	2,500,000.00	125,000.00	2,825,000.00
TOTAL in JD													1,640,000.00	19,800,000.00	1,275,000.00	22,715,000.00
Total in EURO													2,075,949.37	25,063,291.14	1,613,924.05	28,753,164.56