

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

### 1. IDENTIFICATION

Title/Number	EUTF Support to Equitable and Quality Education for Syrian Refugees in Refugee Camps in Jordan		
Total cost	Total estimated cost: EUR 27,500,000  Total amount drawn from the Trust Fund : EUR 27,500,000		
Aid method / Method of implementation	<b>Direct management</b> through: - Budget Support - Procurement of services <b>Indirect management</b> with UNICEF		
DAC-code	110	Sector:	Education
Derogations, prior approvals, exceptions authorised	N/A		

### RATIONALE AND CONTEXT

#### 1.1. Summary of the action and its objectives

The Government of Jordan (GoJ) is committed to the provision of certified education in the Hashemite Kingdom of Jordan for all children, regardless of their registration status or nationality; hence Syrian and other non-Jordanian children can register in public schools<sup>1</sup>. The most recently adopted education policies, strategies and plans - the Human Resources Development (HRD) strategy, the Education Strategic Plan (2018-2022) (ESP) and the Government priorities for the years 2019-2020 ("Al-Nahda") - reflect the GoJ determination to pursue the enhancement of quality education while also reforming the national education system without compromising the efforts made to accommodate Syrian refugees. The Ministry of Education (MoE) in Jordan has developed a sound results-based and costed strategic education framework, "The Accelerated Access Initiative (AAI) for the Jordan Compact Education Fund (2016-2019)", that reinforces Jordan's commitment to 'Leaving No One Behind' and aims at preventing a 'lost generation' of Syrian children.

The present action document builds on the previous and ongoing support the EU has provided to the GoJ, in line with the Jordan Compact and the commitments adopted in the recent Brussels conferences (2017, 2018 and 2019), to enhance the quality, equity and capacity of the education system for Syrian refugee children.

In this context, the mobilisation of the EU Regional *Trust Fund* in Response to the Syrian Crisis, the *'Madad Fund'* and of education programmes using a budget support modality have

<sup>1</sup> Jordan Partnership paper, April 2018.

been considered a successful experience which could be replicated. Sector and resilience building contracts have been confirmed as important tools in addressing issues pertaining to humanitarian crisis when sustainable.

The **overall objective** of the action is to enhance the capacity of the education system to support Syrian refugee children in camps.

The **specific objective of the action** is to increase the access of Syrian refugees' students to quality education at the levels of kindergarten, primary and secondary education in camps for the school year 2021-2022, in safe and inclusive learning environments.

## **1.2. Context**

### **1.2.1. Country context**

Syrian refugee inflows to Jordan have increased pressure on public service provision and public finances. In December 2016, the EU and Jordan adopted Partnership Priorities and an EU-Jordan compact. The Compact outlines mutual commitments and priority actions addressing the impact of the crisis and seeks to improve the living conditions of refugees temporarily living in Jordan as well as Jordanian citizens. At the Brussels I Conference 'Supporting the Future of Syria and the Region' (5 April 2017), the Brussels II (24-25 April 2018), and the Brussels III Conferences (12-14 March 2019), the EU and the international community renewed their support to the critical efforts the Jordanian government and Jordanian citizens are undertaking in response to the crisis.

After 9 years into the Syrian crisis, more than 5 million Syrian refugees are still displaced into Jordan and other neighbouring countries. Actually, Jordan alone is providing refuge to 654,192<sup>2</sup> registered refugees. Around 123,084 of these refugees live in camps, while the remaining ones (531,108) have settled in urban and rural areas, primarily in the northern Governorates and in Amman. The challenges facing the education system in the previous years have led to more pressure, notably due to the increase in the population, the tensions in the northern regions, cultural diversity and unequal geographic distribution of refugees.

In terms of demography in particular, it is worth noting that the population of Jordan has increased by nearly 67% from 5.7 million people back in 2015. This change is the result of political crises in neighbouring countries, which resulted in large influx of people but also of high fertility rates. According to the last census, Jordanians represent 70% of the population, and the remaining inhabitants are Syrians (approx.13%) and other nationalities (17%: Palestinians, Iraqis and Yemenis). The majority of the non-Jordanian population are refugees.

As regards poverty and equity, in 2017/18 approximately 15.7% of the Jordanian population and over 80% of Syrian refugees lived below the national poverty line. This contributes to non-enrolment, non-attendance and even drop out and increases gender disparities.

#### **2.2.1.1 For budget support actions only**

The commitment to fundamental values, as human rights, democracy and the rule of law, are essential elements of all of the EU's partnerships and cooperation agreements with Jordan.

The EU and Jordan are partners since many years and have been linked by an Association Agreement since 2002. Despite many problems Jordan is facing it has an advanced status since 2010.

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<sup>2</sup> <https://data2.unhcr.org/en/situations/syria/location/36>

### ***2.2.1.1.a Fundamental Values***

The commitment to fundamental values, as human rights, democracy and the rule of law, are essential elements of all of the EU's partnerships and cooperation agreements with Jordan.

The partnership between the EU and Jordan is guided by the overarching Association Agreement since 2002. Jordan benefits from an advanced status with the EU since 2010.

#### *Democracy and good governance*

In the context of the recovery-oriented policies (e.g. the Renaissance Plan, Jordan's 5-Year Reform and Growth Matrix) launched by PM Razzaz, enhancing governance and democracy play an important role for the long-term stability of the country. In particular, combating corruption, increasing political participation, reinforcing decentralisation and empowering the judiciary are core sectors to strengthen the rule of law. With current and future projects, the EU contributes to the achievement of those objectives. Jordan has continued to make progress in building a deep and sustainable democracy. An EU Electoral Follow-up Mission (EFM) visited the country in September 2018 to assess the implementation of the Election Observation Mission (EOM) recommendations (fielded on the occasion of the 2016 parliamentary elections) and the opportunities and challenges facing Jordan in strengthening the rule of law and elections procedures. The EFM noted some progress in implementation of the EOM recommendations and encouraged Jordan to take further steps in this context.

#### *Human rights*

The country took legislative and executive steps to ensure more protection for individual rights in areas such as women's rights and women's empowerment. Jordan's progress on human rights was discussed at the Universal Periodic Review (UPR) in November 2018. The UPR encouraged Jordan to make further progress in areas such as gender-based violence (GBV) and gender equality, fundamental freedoms, the death penalty, torture and child protection.

While Jordan's civil society remains active, further progress is encouraged to address legislative and bureaucratic factors in order to ensure full participation in public life and the shaping of policy. In this context, the EU has continued to engage civil society organisations (CSOs) to identify joint priorities and together with the EU Member States (EU MS), has updated an EU roadmap for engagement with civil society in Jordan for 2018-2020.

The EU and Jordan regularly engage in dialogue on the need for better balance between legitimate national security concerns and the respect for international human rights obligations. As in previous years, it called on Jordan to re-instate the *de facto* moratorium on the death penalty, with a view to its ultimate abolition. Human rights defenders and CSOs continued to cite cases of alleged torture and ill-treatment in police and state security facilities. Jordan continued to play its long-standing role in promoting peaceful religious coexistence and supporting the freedom of religion and belief. EU-funded human rights projects in the reporting period focused on empowering women and youth, building the capacity of CSOs and improving access to justice.

Jordan has yet to adopt legislation on the protection of privacy and data protection rights, which is necessary to facilitate exchanges and cooperation with the EU in various fields, including law enforcement.

## *Rule of law*

The EU and Jordan are in dialogue on judicial cooperation, border management, civil protection and counterterrorism. In the reporting period, joint efforts were made to mainstream human rights in justice and security-related projects (e.g. strengthening rule of law efforts and cooperation with the Public Security Directorate). A key element of this work will be continued support for the justice sector in its efforts to strengthen the independence and capacities of the judiciary. Pending challenges include access to legal aid, reintegration and rehabilitation measures for adults and minors, the use of mediation as alternative dispute resolution and alternative measures to detention; the lack of transparency of the State Security Court, efforts for a stronger role of the Judicial Council, and the introduction of an automated case management system for Jordan courts. The EU has funded dedicated projects to help Jordan address these challenges.

### **2.2.1.1.b** *Macro-economic context*

The GoJ pursues credible and relevant stability-oriented policies aiming at maintaining fiscal and financial stability. An International Monetary Fund (IMF) staff mission conducted the 2019 Article IV Consultation in November. The mission also reviewed progress under Jordan's IMF-supported economic programme and, in agreement with the authorities, it was decided on a new timeframe to implement economic reforms. Therefore, discussions began on a new 3-year programme that could be supported by the IMF. Jordan's priorities remain the same: (i) maintain economic stability, (ii) reduce fiscal imbalances, (iii) boost growth and create jobs and (iv) strengthen social protection. The EU will provide Jordan EUR 500 million of Macro-Financial Assistance, provided that Jordan reaches an agreement with the IMF on a new economic programme.

Real GDP growth has averaged only about 2% in recent years and unemployment has reached over 19%. Exports growth has contributed to improvements in the balance of payments and foreign reserves are at a comfortable level. Government revenues have been weaker than expected, however, leading to a high public debt at 96% of GDP. Public investment has been cut while recurrent expenditures such as salaries increase. In this macro-economic context, the authorities are expected to pursue structural reforms to boost inclusive growth combined with steady fiscal consolidation that credibly puts public debt on a downward path over the medium-term.

### **2.2.1.1.c** *Public Financial Management (PFM)*

The Ministry of Finance (MoF) is leading a reform on PFM and is coordinating its implementation based on the PFM strategy<sup>3</sup> with the following priorities:

- Facilitate voluntary compliance;
- Emphasise the respect of taxpayers' rights;
- Activate the deterrence effect of tax audit against fraudulent behaviour;
- Communicate effectively what goods and services are purchased with collected taxes;
- Avoid waste and abuse of collected taxes.

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<sup>3</sup> For details see Ministry of Finance (Hashemite Kingdom of Jordan): Public Finance Management Reform 2018 – 2021 in the Hashemite Kingdom of Jordan. Amman, 2018.

The National Goals behind this strategy are:

- Maintaining fiscal and monetary stability and control of the fiscal deficit;
- Building an efficient and low-risk fiscal/financial system;
- Improving the level of services delivered to citizens in an adequate manner.

As a result of positive PFM developments and successfully implemented reforms positive effects can be expected for the social sector:

- Macro-economic stability in combination with controlled public finance and fiscal environment should increase the budgets for social protection via improved revenues based on economic improvements;
- Improved revenue collection (taxes and contribution) leads to higher budgets, also in the social protection sector;
- Social protection services will improve quantitatively and qualitative based on higher budgets;
- Refined Public Investment Management (PIM) will allow to improve relevant and substantial investments in social protection facilities and equipment.

#### *2.2.1.1.d Transparency and oversight of the budget*

The Government of Jordan has met the entry point of the general condition on transparency and oversight of the budget as defined in the EU Budget Support Guidelines of December 2017. The budget proposal for 2020 was endorsed by the Cabinet on 27 November 2019 and was published on the General Budget Department (GBD) website. The Parliament continued its deliberations still in January 2020, however, as had been the case also for the 2019 budget.

In the Open Budget Survey 2017 (the latest available) Jordan scored 63/100 on budget transparency, which is considered sufficient to enable the public to engage in budget discussions in an informed manner and is substantially higher than the world average of 42. This puts Jordan in the category of those countries that provide substantial budget information. Jordan has for instance increased the availability of budget information by publishing the Mid-Year Review online.

As for budget oversight by the legislature Jordan scored 41/100. This score reflects that the legislature provides limited oversight during the planning and the implementation stages of the budget cycle. The score on the oversight by the Supreme Audit Institution is lower (28/100) because of the limited independence and resources of the Audit Bureau. The Audit Bureau Law was amended by the Parliament in September 2018 with some positive elements to enhance the independence of the institution in line with INTOSAI standards. The implementation of these changes is ongoing at the Audit Bureau, which got recently a new President.

**Conclusion:** for the use of budget support, the **eligibility criteria** of a credible and relevant sector public policy, macro-economic stability, public financial management, transparency and oversight of the budget, in place or under implementation are met.

## 2.2.2 Sector context: policies and challenges

### 2.2.2.a Public policy

A *National Strategy for Human Resources Development (HRD)* 2016-2025 was developed together with, later on, the Education Strategic Plan (ESP) 2018-22. The HRD strategy describes both the overall outline of the education reform as well as the achievement of specific indicators in the fields of kindergarten, basic education, secondary education, vocational education and higher education. It defines, *inter alia*, the objective of ensuring that all children complete equitable and quality primary and secondary education, leading to relevant and effective learning outcomes. Each phase of education and development should be informed by five key principles entitled (i) Access; (ii) Quality; (iii) Accountability; (iv) Innovation; and (v) Mindset.

The *Education Strategic Plan* (ESP) 2018-2022 adopted in 2018 is the key policy document for the Education Sector and is itself rooted in the (HRD) 2016-2025. The common objective is to ensure that all children complete equitable and quality primary and secondary education, leading to relevant and effective learning outcomes.

The ESP has six domains i.e. (1) Early Childhood Education and Development (ECED); (2) Access and Equity; (3) System Strengthening; (4) Quality; (5) Human Resources; and (6) Vocational Education, including a comprehensive set of 40 Key Performance Indicators (KPIs). This represents a major achievement not only in terms of effective policy development and strategic planning, but also echoes MoE's commitment to thorough monitoring including the assessment of quality education delivery<sup>4</sup>.

As a cross-cutting issue, the ESP makes clear reference to gender equality and women's and girl's empowerment, as can be seen in the most recent 'Strategy for Mainstreaming Gender Equality in Education' (30 July 2018) included in the ESP, and aiming at making "quality education available to all male and female students, as a fundamental human right and through equal learning opportunities and experiences, to enable them to fulfil their potential and aspirations, become agents of change and contribute to national development" (cf ESP: Appendix 5).

The *Jordan Response Plan* (JRP) 2018-2020<sup>5</sup> consolidates all required efforts to respond to and mitigate the impact of the Syrian crisis. The protracted crisis, its duration and spill-over effects create challenges and shows the limitations between humanitarian and development assistance systems, which leave gaps in policy, assessment, response capacity and funding efficiency. Thus, the Plan adopted a resilience-based approach, with a multi-year rolling approach of 36 months.

The general objective for education in the JRP is to ensure sustained quality educational services for all refugees as well as Jordanians affected by the crisis. Specific objectives include: (1) improved capacities of education authorities to the continuous delivery of quality inclusive education services, (2) improved provision of educational facilities and sustained access to adequate, safe and protecting learning spaces, and (3) increased provision of adequate, protective and safe learning spaces and facilities.

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<sup>4</sup> The education and training system in Jordan offers various levels and pathways. It consists of basic and secondary education in schools (under the Ministry of Education), higher education at universities (under the Ministry of Higher education) and community colleges (under al-Balqa Applied University), in addition to vocational training programs offered mainly by the public Vocational Training Corporation (VTC). School-based basic education is compulsory and free in public schools. It consists of ten levels (grades) from 6 to 16 years old. After a student successfully completes the ten grades of basic education, and according to their grade average, they can join an academic or vocational track of secondary education or join a vocational training program at one of the VTC's. Entry to one type of education or another is based on grades, and the pathways from one type to another are very limited.

<sup>5</sup> The JRP 2018-20 is prepared within the framework of the JRP for the Syria crisis (JRPSC) which is chaired by the Minister of Planning and International Cooperation.

The MoE strategy referred as 'The Accelerated Access Initiative to Quality Formal education for Syrian Refugee Children (AAI)' has provided education for over 130,000 Syrian children annually since 2016. As far as the school year 2019-20 is concerned, the MoE officially reported that more than 136,437 Syrian children were enrolled in formal education: 32,194 children enrolled in public schools in camps and the rest in host communities<sup>6</sup>.

The AAI supports EU's landmark commitment according to which '*all children, regardless of their nationality will have access to quality education opportunities in Jordan*'. AAI includes 4 financing models: Budget Support (BS, EU), Joint Financing Arrangement (JFA, Australia, Canada, Norway, the UK and the US), and Special Account for teachers' salaries (KfW) and support through UNICEF. Covered costs include employing and training new teachers, financing salaries for teachers and administrative staff, opening additional double shift schools, purchasing school books, providing tuition fees, and covering costs for operations, maintenance and furniture in these schools. The EU through EUTF Madad budget support covers, since school year 2017-18, salaries, students' tuition fees, books, additional services as library and laboratories, operational and other costs in the refugee camps.

Before the adoption of the ESP and its integrated monitoring strategies, MoE and contributing donors used a jointly developed "common results framework" (CRF), in order to use commonly agreed-upon planning and reporting tools. Performance-based conditions for the release of the tranches of the EU are related to the achievement of 4 indicators of the CRF of the AAI (3 quantitative and 1 qualitative). Assessments on the achievement of all CRF indicators of AAI, for all the AAI donors, were made through external consultants financed by EU through the EU TF Madad, and this was highly valued by MoE and development partners.

AAI and JFA will expire mid-2020 but donors and MoE remain committed to designing the next AAI programme. This includes designing a new policy framework and working out how it will be implemented and funded. The new AAI will continue to be delivered in part through previous modalities (EU Budget support, Germany Special account etc.) while the donors working through the JFA aid modality will be deciding early 2020 if the JFA will continue after May 2020, and if not, which aid modality will be applied.

### **2.2.2.b Policy and challenges**

With regard to the EU policy, the Council Conclusions on "Education in Emergencies and Protracted crisis"<sup>7</sup> recall that education is a human right and must be upheld in all contexts as an essential means to help children and young people to meet their full potential, to strengthen individual, community and country resilience, to achieve sustainable development and to ensure peaceful, inclusive and prosperous societies. The Council reaffirmed its commitment to ensuring access to inclusive lifelong learning and safe, equitable quality education and training at all levels in emergency and crisis situations. The Communication from the Commission on Forced Displacement and Development (2016) recalls that forced displacement – in which 25.000 or more refugees of the same nationality have been in exile for 5 years or longer in a given asylum country (UNHCR) - is not only a humanitarian challenge, but also a political, human rights, developmental and economic challenge. Thus, refugees are in the category of people who should not be "left behind". Quality education in safe environments is instrumental in child protection strategies and one of the main priorities for both forcibly displaced people and host communities, and this applies to all levels, whilst

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<sup>6</sup> The MoE EMIS - Education Management Information System database was developed with the support of EU through UNESCO

<sup>7</sup> [https://ec.europa.eu/echo/sites/echo-site/files/20181126\\_-\\_council\\_conclusions\\_-\\_eie\\_final.pdf](https://ec.europa.eu/echo/sites/echo-site/files/20181126_-_council_conclusions_-_eie_final.pdf)

authorities should make the best use of teachers and other education staff among the displaced<sup>8</sup>.

In the context of the ESP, MoE has promoted the KG/early childhood level as being part of formal education. Therefore, since the school year 2018-19, the salaries of teachers and administrative staff of the KGs under the responsibility of MoE, have been integrated into the budget of the MoE, including KG staff in the refugee camps. This has created new needs and financial gaps.

Moreover, the needs in the schools in the camps are increasing due to the demographic increase of the population, and to the MoE and donors effort to apply the same education standards of the schools in Jordan to the camps, for instance the teacher/ pupil ratio, the additional services as laboratories and libraries, the length time of the lessons etc. As a consequence of demographic increase and the decrease of teachers/pupils ratio, new teachers' and administrative staff were recruited and their salaries paid for the schools in the camps (school Type I<sup>9</sup>).

Jordan made considerable effort to ensure that access to education is continuously pursued, though education access for Syrians is less than for Jordanians at all levels. The increased demand and stress has caused quality concerns (children suffering from grief and trauma; strained teacher resources, 201 double-shift schools in 2019/2020, over-crowded and rented school buildings and shortened class times). In general terms, the main aspects affecting the quality of education are a lack of critical thinking and problem-solving skills and high levels of violence, particularly in boys' schools. These challenges are also present in camps and need to be further addressed. Furthermore in camp schools, teachers are hired on a 10 months' contract basis and have few career development or training opportunities.

Beyond access, the BS within the present AD will therefore put more emphasis on quality education through the support of the MoE Supervisory Unit and the Technical Assistance (TA) (see also the paragraph 2.3, Lessons learned). The TA will strengthen the MoE capacity in addressing quality concerns in the schools of the respective camps notably through a quality survey focusing only on the schools in camps, to be done with the same methodology of the previous surveys supported by EU and will also aim at external validation.

The MoE has also adopted a comprehensive approach to inclusive education.

### ***2.2.2.c Policy relevance***

The recently adopted education policies noted in the above strategies and plans (HRD, ESP, JRP) reflect the GoJ's determination to pursue simultaneously the enhancement of quality education while also reforming the national education system without compromising its efforts to accommodate Syrian refugees.

The sector policy as contained in the ESP 2018-2022 is credible and relevant: key problems are identified and substantiated, specific objectives support strategies, and objectives are clear and measurable, with clear reform-oriented actions building on previous achievements.

In a recent workshop on the Accelerated Access Initiative (AAI) on 26 June 2019 it was acknowledged that the AAI managed to channel emergency funding to national systems to off-set refugee access costs<sup>10</sup> through a credible, costed MoE plan to improve refugee access

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<sup>8</sup>[https://ec.europa.eu/echo/files/policies/refugees-idp/Communication\\_Forced\\_Displacement\\_Development\\_2016.pdf](https://ec.europa.eu/echo/files/policies/refugees-idp/Communication_Forced_Displacement_Development_2016.pdf)

<sup>9</sup> The MoE EMIS - Education Management Information System database was developed with the support of EU through UNESCO others

<sup>10</sup> Australia, Canada, EU, Germany, Norway, UK, US, UNICEF



to formal education. CRF indicators have been mostly achieved or overachieved and allowed for policy dialogue and the development of the ESP.

However it was concluded that the AAI was not successful in reaching the most vulnerable as barriers to formal education were not addressed fully (early marriages, bullying in schools, child labour and overall poverty, transport). It also showed tensions in prioritisation of needs, with equity concerns towards Jordanians, and the emergence of two separate systems, also in terms of coordination. Challenges with bringing Monitoring and Evaluation (M&E) and policy dialogue within the broader ESP include gaps in ESP such as: camp specific needs, lack of data/interventions on Out of School Children; alternative pathways to learning as a bridge to the formal education system not recognised.

The resulting recommendations for AAI transition and proposed aid modalities will support MoE in designing the next phases. The general conclusion is that it is time for transition, to move from emergency to development, with a focus on quality, and improving financial and management systems. MoE requested the extension of the AAI modality while aligning ESP structures for coordination, suggesting the provision of alternative pathways to Out-Of-School Children (safe employment, non-formal education, Technical and Vocational Education and Training –TVET-, community engagement), and starting vocational education in earlier grades.

#### **2.2.2.d Policy credibility**

The policy framework for education clearly shows overall coherence with Jordan's overarching development policy and is consistent with EU development objectives. The policy is based on a well-defined sector policy, the ESP 2018-22, and the JRP, with links to be further enhanced, on the basis of which the government develops and implements the sector measures.

#### **2.2.2.e Track record in policy implementation**

Over the past 10 years, MoE made considerable progress in the reform of the education system in Jordan and demonstrated strong commitment to implementation of the education reform in its various components. These reforms strategies are owned and led by the MoE.

The MoE has a solid track record in policy implementation, as evidenced by successfully completed previous strategies in the education sector – which also have been accompanied by EU support<sup>11</sup>. As such, both the HRD strategy and the ESP 2018-2022 mentioned above have been taking stock of previous strategies which were established already in 2002.

The Jordan Compact Common Results Framework for Education (CRF), bridging the period 2016-2019 pending the finalisation of the monitoring framework for the ESP (2018-2022), provided additional strong evidence for effective and relevant donor coordination and consultation processes with MoE and the GoJ.

However, there is still a need for better coordination between the central and the decentralised levels and amongst different managing directorates of the MoE, as well as the need to clarify roles and enhance capacity in the MoE.

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<sup>11</sup> Comprising the MoE, the Ministry of Labour (Vocational Training Centres) and the Ministry of Higher Education (Tempus and Erasmus+) in the field of basic, vocational and higher education, and also assisting the Ministries, UN agencies and other actors to support Jordan in handling the Syria crisis. This support included school construction, monitoring of the performance and accountability of the education system, and supporting the institutions involved in implementing education policy and programmes.

As for the assessment of the achievement of the benchmarks of the BS TF-MADAD/2017/T04.66, the external consultant’s monitoring report for school year 2018-19 (October 2019) has stated that the general conditions in relation to the implementation of the sector policy have been met. The policy framework for education as documented in the ‘Education Strategic Plan (2018-2022)’ clearly shows overall coherence with Jordan’s overarching development policy, and is also showing “*satisfactory progress in the implementation of the Jordan Response Plan for 2016-2018 and the Human Resources Development Strategy*”. Access to formal education for Syrian children remains a priority of the GoJ, as expressed in the JRP. In addition, the targets related to MoE staff salaries, books, students' fees, additional services, operational costs, and quality of education in surveyed schools were achieved, but not the availability of electricity in the schools for educational purposes, despite the numerous meetings which took place with MoE to help solving the issues which prevented the achievement of this benchmark.

### **2.2.2.f Policy financing**

Since 2014, the MoE estimates the overall costs for the education of Syrian refugees and presents them to donors on a yearly basis as "Accelerating Access Initiative/AAI budget". The donors’ commitments are presented accordingly. The EU is one the most significant partners of the MoE in supporting its efforts to respond to the Syrian refugee crisis, currently financing 35% of the AAI.

In cooperation with the donors, MoE has finalised the estimated budget for the school year 2018-19 to cover the additional costs of the education of Syrian refugees, providing an estimated 51 million JOD (EUR 63.75 million), which is the yearly average requested. The above costs for the school year 2018-19 have been addressed by donors (including the EU<sup>12</sup>), which are currently covering all estimated requests.

The MoE presented the AAI Financials (Rollover amount plus funds committed), according to aid modalities (Rollover amount plus funds committed): JFA JOD 13,689,739, EU JOD 15,800,000, and Germany KfW 15,642,000 JOD, for a total support to AAI of 45,431,739 JOD (EUR 54,518,086.8 million)

#### *2019/ 2020 AAI Donors Contributions (in Jordanian Dinar<sup>13</sup>)*

EU	15,800,000
Germany	13,430,000
Canada	3,174,499
Norway	1,423,450
UK	7,698,200
USA	708,000
Australia	3,450,247
<b>Total</b>	<b>45,684,396</b>

<sup>12</sup> TF-MADAD/2017/T04.66

<sup>13</sup> JOD 1 = EUR 1,288

Funding gaps are in the areas of furniture, salaries for staff in the morning shift schools, and incentives for MoE staff.

Based on the analysis above, and the MoE projections for the school years 2021-2022, the total amount allocated to the budget support component of this action is EUR 18,55 million to cover the needs of Syrian refugee children in camps. Of this amount EUR 18,44 million is for budget support, and EUR 0.11 million for complementary support measures (Technical Assistance) aimed at monitoring the intervention through a report on the achievements of the Financing Agreement.

The rationale for this amount is also based on an analysis of the previously agreed indicators of former and ongoing Education BS<sup>14</sup>, as well as of the joint donor cooperation in this field.

The ongoing budget support programme is based on a figure of around 34,000 enrolled students in camps (KGs, primary and secondary schools) which is expected to rise in the school year 2019-2020 to 36,000 for demographic reasons. Figures are expected to remain largely stable despite students returning to Syria or heading on to Europe.

The present BS within the proposed action will therefore set the following targets: 36,000 Syrian children in camps receive books and their fees are paid; 1,767 teachers (1,647 in schools and 120 in kindergartens-KGII) and 301 administrators (12 in KGs) salaries will be paid; 34 Supervisory Unit and 4 Steering Committee Team staff contracts are foreseen and salaries will be paid. In addition, the present intervention will be a continuation of the ongoing BS, including also the operational costs (electricity, water, fuel, transportation of MoE staff, costs for the exam fees at the end of the secondary school), as the MoE took over these costs from UNICEF.

Complementary activities to the BS programme will be addressed with the support of UNICEF. In the fall of the 2018/2019 academic year, the MoE clarified that it would be UNICEF's responsibility to continue funding for the foreseeable future the Syrian support staff (cleaners, guards, teachers' assistants, custodians) and managing the implementation of maintenance, sanitation and hygiene (WASH), transportation of children, security services, utilities and provision of infrastructure and equipment for additional kindergartens' classrooms, in order to ensure that the schools are operational and safe. The MoE continues to assign teachers and retired teachers as principals in the camp schools; however it does not have the capacity to directly deliver the above mentioned activities, and it is anticipated that MOE will continue relying on UNICEF to lead in these areas in 2020-21 and 2021-22.

The agreement with UNICEF will therefore be a continuation of the ongoing one<sup>15</sup>. The total amount allocated for the project through indirect management with UNICEF is EUR 99 million to cover the gap identified and needs of Syrian refugee children that MoE cannot cover.

### **2.3. Lessons learnt**

For over 10 years, the EU has been one the most significant partners of the MoE in supporting its efforts to respond to the needs of the education sector, particularly – in recent years – with regard to the Syrian refugee crisis<sup>16</sup>.

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<sup>14</sup> ENI/2014/037-650, ENI/2015/38501 and TF/MADAD/2017/T04.66

<sup>15</sup> TF-MADAD/2019/T04.172

<sup>16</sup> The most recent budget support programmes under ENI/2014/037-650 and ENI/2015/38501 covered the school years 2015-2016 and 2016-2017, with a total financing of EUR 52,5 million, and under TF-MADAD/2017/T04.66 covering the school years 2017-2018 and 2018-2019 for schools in a refugee camp with a

Main lessons learnt from the past budget support operations in the education sector refer to (i) the importance of availability of reliable baseline data, clearly formulated and measurable targets; (ii) the importance of quality monitoring and a strong underlying M&E system; and (iii) the importance of close co-operation of identified supporting partners with the MoE. This has been continuously reflected in the assessment reports both for the previous BS programmes and the implementation reports of the ‘Common Results Framework’ (CRF). The provision of Technical Assistance (TA) to MoE during the previously implemented BS improved the monitoring and reporting capacity of the MoE, thus increasing accountability and trust between the EU and the MoE. The specific on-the-job training provided to the Education Quality Accountability Unit (EQUA) of the MoE enabled notably MoE to implement the qualitative survey according to the agreed methodology between MoE and donors, even though the EQUA staff requested to be further accompanied in the next future.

The recommendations of the external consultant monitoring the implementation of the previous BS under EUTF Madad and providing TA to MoE are the following:

- (1) Make a realistic assessment of the number of Syrian refugee out-of-school children (going beyond a mere reliance on MoE figures and/or UNHCR registrations).
- (2) Start tracking the number of students who have left for Syria, in order to assess the impact on enrolment in camps and host communities.
- (3) MoE should focus on improving educational quality with a particular focus on Students’ Personal Development and Well-being.
- (4) Secure improved management of schools by providing support for the establishment and functioning of school committees with a substantial degree of parent and student participation.
- (5) In general, priority needs to be given to boys' schools due to the very critical situation both regarding violence and also poor learning achievements.
- (6) Since the EMIS and its Open EMIS system has now been established and is functioning, expand the EMIS database to capture data related to Catch up classes, Catch up graduates and/or Non Formal Education (NFE).
- (7) As already agreed, discontinue the separate monitoring of the CRF in the favour of a comprehensive monitoring of the ESP, particularly through its Key Performance Indicators (KPIs) which will be shared with all involved development partners through the annual ESP assessment reports.

These findings informed the set-up of the current EUTF Madad BS intervention. They are continuously addressed in the policy dialogue which takes place between the EU and the MoE

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total financing of EUR 23,9 million. The ongoing BS operation (total amount of AD EUR 31,4 million), school years 2019-20 and 2020-21, supports the education needs of children in camps, paying tuition fees and textbooks, salaries of teachers administrators and supervisory unit staff, schools services and operational costs. Complementary support to the ongoing BS is provided through UNICEF, EUR 10,6 million, and will finance Syrian staff (that MoE cannot finance directly) and promote the elaboration of a transition and sustainability strategy of vulnerable children (eg. Syrian, Dom) for the formal education system through the Makani Centres, and also supporting retention.

bilaterally but also with other donors (i.e. UNICEF as regards the number of out of school children; UNHCR concerning the number of returnees). Beyond the figures provided by UNHCR and UNICEF, the set-up of a quality survey in camps exclusively<sup>17</sup> that will be continued under the proposed intervention, will also provide for alternative accurate figures. The involvement of the EQAU of the MoE as a key agent for securing quality assessments is now ensured on the basis of the comprehensive monitoring framework included in the ESP while the recently approved ENI Education BS programme will make sure that the scope of the Open EMIS database is expanded according to the abovementioned recommendations.

In addition, the evaluation of the EU TF support to basic education (2019) in 4 countries in the region including Jordan, concluded that, overall, the EUTF basic education (BE) projects provide increased opportunities to access basic education for children refugees from Syria and vulnerable children from the host communities. As such, EUTF support for BE is and remains highly relevant and critical to providing basic education to Syrian refugee children and the quality of the outputs overall has been high in all countries. However, it is interesting to note that quality was perceived by children and parents more positively in the non-formal education / informal education initiatives provided by EUTF BE implementing partners than in formal education. This calls for further strengthening of quality and inclusive education in the formal system. Child protection elements and gender-specific activities should be strengthened throughout EUTF BE projects and especially through locally designed interventions. Access to BE for children with disabilities should be strengthened in all countries. The number of out-of-school children remains worrying in all countries.

Taking stock of the factors influencing **educational quality** which include the learning environment (school facilities, class size, pupil-teacher ratio); enabling processes (teacher recruitment & training, school management and parental involvement); the education policies and strategies in place; learning outcomes including a set of values and attitudes linked to responsible citizenship and personal development, and **building on experience gained in previous EU programmes**, this Action will in particular support enhanced quality, namely through:

- Supply side: further to ensuring access (fees, textbooks, the provision of staff, services and utilities etc.), more focus on kindergarten classrooms that pave the way for a better educational path in particular for refugees; on teachers' training; and sustained support to the Supervisory Unit and Steering Committee team, essential for a safe & inclusive learning environment. The Supervisory Unit should support the identification of technical needs and priorities in school management and staff, conduct school visits to provide technical support to school leaders and staff, support camp schools to develop and implement school improvement plans, provide support to target schools in reporting/referral system for school based violence.
- Further engaging Syrian refugees' parents and community members, also as volunteers.
- Further engagement of Syrian support staff as assistant teachers, outreach assistant teachers, administrative assistant teachers. Experience to date has shown that a valuable additional function of this staff is to act as a person of trust for the students (including the ones with disability) and supporting them in case of personal difficulties resulting in dropping out. Teachers' assistants address attendance, relationship with student and families and refer children in need to support services available. All the assistant teachers will be trained.

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<sup>17</sup> TF-MADAD/2018/T04.196

- The continuing development of a methodology<sup>18</sup> already put in place by previous BS and transferred through TA to the MoE, Education Quality Accountability Unit (EQUAU), to monitor educational quality and implementation of a quality education survey in the camps (Quality Performance Score - camps). The monitoring framework is based on three performance standards: Quality of Teaching and Learning, Effectiveness of Leadership and Management, Students Personal Development. The survey results will help to address specifically the critical issues related to quality.
- Increasing other types of targets that affect quality (this process started from 2017 through 2 EUTF BS, the present is the third TF BS), for instance: the teachers/pupil ratio decrease (with the consequence of increasing the number of teachers and classrooms); the length of lessons; the number of additional services such as libraries and laboratories. The objective is to apply the same targets agreed with MoE and donors in the Common Results Framework, to be progressively aligned to the target/result framework of the ESP.
- Contributing to a safe environment, WASH (especially critical for girls, as it is a reason for not attending or even drop out) and to campaigns against violence (recommendation of the Basic Education evaluation and of the external consultant monitoring and providing TA during the previous BS programmes).

Finally, it is worth noting that the **EUTF supports the basic education** for vulnerable Jordanians and Syrians also in **host communities** through projects implemented by international NGO consortia and EU MS, such as: a project led by the Italian Association of Volunteers in International Service (AVSI) rehabilitating MoE schools and providing remedial classes for vulnerable Jordanians and children of other nationalities addressing school retention in host community (EUR 2,4 Million in Jordan); a project led by World Vision including non-formal and informal education (EUR 6.3 million in Jordan); a project implemented by KfW related to the construction of 10 new schools (EUR 33 million); a project led by GIZ related to school rehabilitation and facility management, school transportation and extra curricula activities (EUR 21.1 million for the first phase and EUR 19 for the second phase, for Jordan).

#### **2.4. Complementary actions**

The **EU (ENI) will implement a budget support** operation (total budget EUR 65 million) focusing on quality; access and equity; and systems strengthening with continued support to the Open EMIS database through complementary support, as well as technical assistance, fully embedded in MoE. While past experience has confirmed the institutional capacity to be sufficient for policy implementation, additional targeted capacity building remains an integral part of the objective of this BS operation. TA recruited under the complementary support will further strengthen already existing capacities to improve the quality of education and to

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<sup>18</sup> The monitoring framework (with the related descriptors) allows for objective judgements on schools' performance. Against the descriptors, schools are assessed on a four-point scale from 1 (best performing school) to 4 (lowest performing school). These point values are then used to categorise schools into three bands (A) Good; (B) Adequate; (C) In need of improvement. The complex set of qualitative data is then translated into meaningful and concise scores, the Quality Performance Scores (QPS). QPS provide details for every Performance Standard, broken down into Sub-Domains.

enhance the capacity of the education system to implement the ESP, while ensuring universal and equitable participation throughout the entire education cycle.

This Action Document has been developed in close cooperation and coordination with **ECHO** with regard to filling gaps and ensuring alignment with the Joint Humanitarian Development Framework (workshop of November 2018). ECHO interventions, implemented through partners (INGOs, UN agencies etc.) in refugee camps and host communities mainly include: learning support programme for children in camps, comprehensive educational support for children with disabilities (host communities), increasing life-saving protection and resilience for refugee and Jordanian children and youth in Jordan through education in emergencies and resilience strategies, enabling access to educational pathways and safer learning environments (host communities).

The EU is developing vertical pathways in the education sector. In the field of **Higher Education**, the EU support has been channelled through the Erasmus+ programme.

The ENI and the EUTF are supporting Higher Education (HE) through projects providing scholarships for *vulnerable Jordanians and Syrians* which are implemented by the German Jordanian University (EUR 4 million under ENI, complemented by an EUTF action for an amount of EUR 13.6 million) and by DAAD (EUR 3.2 million for Jordan). A new scholarship programme is under negotiation with the German Jordanian University (EUR 15 million) with a more livelihood approach.

The EUTF in terms of **TVET** has several programmes tackling the issue of certified professional education, among which: the GIZ-led QUDRA programme (5,000 beneficiaries attending certified professional short courses for both Syrians and Jordanians); the World Vision-led Youth Resolve programme (life skills and TVET courses focusing on youth), UN Women-led programme for job creation (short professional courses focusing on women); furthermore the EU through the ENI-funded "Skills for Employment and Social Inclusion" programme<sup>19</sup> (EUR 52 Million).

## 2.5. Donor co-ordination

The AAI donors exchange regularly and have two major annual meetings with the MoE, to review planning (in April) and to assess performance of previous fiscal year (November).

The current objectives of the Education Sector Working Group (ESWG – ToR March 2019) are to bridge humanitarian, resilience and longer term development efforts ensuring coordination, planning and monitoring, and knowledge management. It is guided by A2030, INEE standards and Jordan's education priorities (HRD strategy 2016-25; ESP 2018-22, and JRP). It is co-chaired on an annual basis by UN and an NGO.

Regular donor/MoE co-ordination meetings take place supporting Jordanian education through overall policy dialogue. The group is currently co-chaired by USAID and Canada, and its members comprise, next to the EU, Italy, the UK-DFID, KfW/GIZ, Australia, Norway and UN agencies. The full partnership and coordination structure is foreseen in the ESP (ESP:105). It includes an Executive committee level (the HL Steering Committee); a Policy, Planning and Coordination level (PPC); and 6 technical working groups (TWGs), per domain. However, this structure is not yet fully in place, thus the need for bilateral policy and political dialogue. In addition, coordination structures are still separate as regards the ESP and AAI, but measures are being taken to increase communication and synergies between both

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<sup>19</sup> ENI/2014/033-672

development and humanitarian/resilience fora, promoting transition towards a more development oriented environment.

In addition, coordination also happens around very concrete issues, like the lack of electricity availability in the schools in camps. The connection works to the electric grid, for which the Ministry of Public Works and Housing (MoPWH) is responsible, is paid by the JFA within the AAI framework, while it is foreseen that the EU will cater for the electricity consumption which is under the responsibility of the MoE. Joint advocacy related to this issue has taken place and will continue to be pursued with MoE, MoPIC and MoPWH through policy dialogue.

Currently, donors providing BS are WB, EU, DFID and Canada. Both IT and DE are preparing BS operations/loans. Canada organised a meeting with main BS donors in education sector to discuss opportunities for further collaboration on PFM issues, including procurement, in the education sector, proposing ToR for a PFM Committee on Education and bi-annual meetings with relevant stakeholders and GoJ ministries.

### **3. DETAILED DESCRIPTION**

#### **3.1. Objectives/Expected Results**

The **Overall Objective** of the proposed action is to enhance the capacity of the education system to support Syrian refugee children in camps.

The **Specific Objective** is to increase the access of Syrian refugees' students to quality education at the levels of kindergarten, primary and secondary education in camps for the school year 2021-2022, in safe and inclusive learning environments

**Expected Results** are:

3.1.1 Access to quality basic education facilitated for Syrian refugees in the camps for academic year 2021-2022.

3.1.2 Kindergartens, schools improve their capacities to deliver quality education in the refugee camps and parents as well as the educational community Kindergarten, parents and educational community to actively participate in this process.

An indicative log frame reflecting all of the above is included in Annex 1.

#### **3.2. Activities**

The envisaged main activities are inter alia:

Under Result 1:

1.1 Payment of students' tuition fees (KG, primary and secondary students); Payment of students' fees to sit for final exams at secondary school level (*Tawjihi*) and to escort students to the exam locations.

1.2 Provision of Transportation services for Syrian students.

1.3 Distribution of textbooks and payment of stationary.

1.4 Provision of salaries and transportation for MoE teachers and administrators

1.5 Provision of supports to the MoE to continue to monitor the implementation of policy reforms and to assess the quality of education in the camps.



## Under Result 2:

- 2.1 Upgrading KG capacities in safety and operational standards, including adapted facilities for persons with disabilities.
- 2.2 Provision of support for schools services such as library, and computer and science education laboratories.
- 2.3 Provision of a sufficient number of teachers to reduce the teacher-pupil ratio.
- 2.4 Provision of salaries and transportation for MoE staff of the Supervisory Unit and Steering Committee Team.
- 2.55 Provision of funds for Syrian teaching assistants, cleaners, and guards and guardians, channelled through UNICEF cash for work.
- 2.66 Supporting awareness raising campaigns and reinforcement of MoE schools (principles and teachers), students, and community capacity to prevent and respond to school violence.
- 2.77 Maintenance and upgrading of WASH facilities of the 51 schools and 11 KGG in the refugee camps, including provision of hygiene education and supplies.
- 2.88 Provision of support to the operational costs in schools and kindergartens.
- 2.9 Provision of support to the MoE to implement a quality education survey in the camps.

These activities will be complemented by close policy dialogue with the GoJ (MoE and MoPIC), on a bilateral basis as well as through the education donor co-ordination group.

**Target:** 36,000 children in KGs and schools in camps. For the school year 2021-22, the MoE estimates the number of children enrolled at 31,855 in primary education, 1,290 in secondary education (due to important drop out especially in the last 2 years) and 2,767 in KG II. The main focus of the intervention will therefore be the primary education. However, the EU being the main donor supporting directly the MoE in the camps, it bears the main responsibility of supporting the whole formal school system in the camp.

In addition, the 1,767 teachers, 301 administrators, 34 staff of the Supervisory Unit and 4 of the Steering Committee Team are Jordanian personnel and they will benefit from contracts and paid salaries. The Technical Assistance and capacity building provided to the MoE staff at different levels will benefit the whole education sector, in camps and host communities.

### 3.3. Risks and assumptions

The main risks are:

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

More specific risks have been identified for this action as set out in the Risk Matrix below:

<b>Risk Matrix</b>			
<b>Risks</b>	<b>Impact</b>	<b>Likelihood of occurrence</b>	<b>Mitigating actions</b>
Political risk.	Risk of political instability in region.	Low	Political dialogue, including within the framework of the EU-JO Association Committee.

<b>Risk Matrix</b>			
<b>Risks</b>	<b>Impact</b>	<b>Likelihood of occurrence</b>	<b>Mitigating actions</b>
Macroeconomic risks.	Ensure fair and equitable growth.	Medium	Equitable Growth and Transformation Matrix prepared by the GoJ with the assistance of the WB contains very clear measures to expand and improve social safety nets to better protect the poor and the vulnerable in the coming 4 years and prioritise reforms to improve and expand the social assistance scheme and counter possible negative impacts of tariff increases.
Government reshuffle and change of line Ministers (MoE, Ministry of Public Works and Housing-MoPWH), leading to new procedures and regulations related to public works.	MoE will be delayed in completing the connection of the schools to the electric grid.	High	Policy dialogue Donors' coordinated advocacy to the two relevant Ministries.
Syrian refugees are registered but not attending school.	Poor education results for the children.	Low	EMIS, developed with EU funding by UNESCO, will generate accurate data.  Under this action, the school attendance will be increased by involving parents/community through the position of classroom assistant/volunteer which aims to increase the commitment of parents to schools. The EU TF support to the school system in the camps within the present Action is foreseen for school transport (important reason for not attendance), and the Syrian assistants teachers that check and react about school attendance problems.  Improved water and sanitation

<b>Risk Matrix</b>			
<b>Risks</b>	<b>Impact</b>	<b>Likelihood of occurrence</b>	<b>Mitigating actions</b>
			services will support the regular attendance in refugees' camps schools, especially for girls.
Absence of reliable data for out-of-school children (OOSC) including drop-outs and voluntary repatriation (VR) to Syria.	Poor planning in order to address the issue.	Medium	Further policy dialogue with both MoE and education donor group, especially UNICEF; ECHO following on returns with UNHCR.
Limited availability of good teachers especially for the camps.	Quality of education is not ensured.	Medium	Unemployment rate is around 30% under academics. The Ministry is organising a 10 weeks pre-service course which will be funded by DfID. The MoE keeps a list of teachers already trained and that have worked for MoE, to be recruited on yearly basis for the camps.
Long term presence of Syrian refugee camps in Jordan/protracted displacement.	Lack of financial support from donors and as consequence lack of political commitment from the GoJ to support the Syrian refugee camps.	Low	Coordination with donors and policy dialogue with MoE, development of common transition strategy from the AAI to more development interventions.

Assumptions:

- The MoE maintains its commitment towards refugees and transition efforts.
- The Ministry of Planning and International Co-operation (MoPIC) and the Ministry of Finance (MoF) are closely associated to this action.
- MoE receive from Treasury in time 100% of the transferred tranches in order to support their own planning.

Strong donor co-operation and co-ordination continues, with donors delivering on their commitments.

### 3.4. Cross-cutting issues

#### Gender:

The legal basis for gender mainstreaming is outlined in the following documents: The National Strategy for Jordanian Women (2013-2017), and the Jordanian National Action Plan for the Implementation of UN Security Council resolution 1325 on Women, Peace and Security 2018-2021. An evaluation of the strategy is in process in order to prepare a new strategy for 2019-2024. The ESP makes clear reference to gender equality and women's and girl's empowerment, as can be seen in the most recent *Strategy for Mainstreaming Gender Equality in Education* (30 July 2018) (cf ESP: Appendix 5). According to the most recent data delivered by the MoE, 52% of the refugee population are female for the basic education system, while in the field of secondary education this is 51.4%. Gender mainstreaming is critical to the success of the proposed intervention. With respect to access to quality education, special efforts will be made to ensure gender equality, and taking into account the different barriers, which may influence boys' and girls' participation, such as child labour, domestic labour, child marriage and traditional gender roles. The cross-cutting issues are also related to the improvement of education quality and governance in the field of education in emergencies, as well as stimulating the gender balance and increasing the aid effectiveness and efficiency.

The new World Bank education programme Programming for Results (PforR) foresees technical support to the MoE Gender Unit. The focus of this support is to plan and deliver active learning sessions to review the recently developed Field Directorate Improvement Plans from a gender perspective, to use the School Directorate Development Plans gender-disaggregated data in their planning process, and to ensure the plans have specific targets and activities to address gender-based issues in the schools. The particular situation of camps will be taken into account.

Gender based violence still affects many girls and boys, and the participation of UNICEF in the management of the schools in camps, assures that specific focus will be given to challenge gender norms and stereotypes through all child protection related interventions. At the same time, attention needs to be given to the severe violence taking place at boys' schools which negatively impacts on boys' learning achievements. In Jordan, there is a clear disadvantage at the expense of boys in terms of the overall education experience and learning achievement. However, girls' choice over their studies and use of their education qualifications is more restricted. Early marriage and pregnancy, among certain communities, have a negative impact on girls' participation and continuation in education, whilst boys are more likely to be engaged in child labour. In male schools, boys' disadvantage is attributed to lower teaching quality, lower value attached to education and a less enabling learning environment. There is a shortage of adequately trained male teachers as men show less interest in the teaching profession, which is considered more 'appropriate' for women. Male students demonstrate lower engagement in education and are more likely to repeat class or drop out of school early. Incidents of violence, bullying, substance use and disciplinary problems negatively affect the learning environment in male schools and make it less conducive to learning.

Despite the political commitment, MoE's capacity to promote gender equality in education is affected by limited awareness about gender equality and its importance among its staff, a low priority assigned to mainstreaming gender and implementing gender-specific programmes, as also evidenced by a lack of resources and capacities. The participation of female staff in education decision-making is limited and the number of women in decision-making positions is low. Within the teaching profession, the number of female teachers is smaller in higher levels of education and in leadership positions, although the majority of teachers are women at the earlier levels of education.

UNICEF has designed gender responsive programmes that consider these ‘gendered’ differences in opportunity and outcome, for example by extending the age group of girls targeted by NFE programmes, as a protection against early marriage, and enabling sessions to be held flexibly at times that accommodate other economic and domestic responsibilities of adolescents. UNICEF is also working with school principals and teachers to address the drivers of violence in boys’ schools and to improve instructional leadership.

### **Disability:**

The MoE is responsible for providing inclusive basic and vocational education to all children with disabilities or learning difficulties. The "10 year strategy for inclusive education" was launched on 15 January 2020, based on the fulfilment of the Law on the Rights of Persons with Disabilities (20) of the Year 2017.

The actions embedded in the present AD will consider the needs of the most vulnerable populations, including children with disabilities. At the moment UNICEF reports around 1,000 children with disabilities enrolled in schools. The Syrian Teachers' Assistants have, among others, a role in supporting these children from an academic perspective, but also in finding solutions to problems and barriers. Interventions in rehabilitation and WASH will also consider their special needs. Realistic and progressive targets will be set with MoE as the issue of children with special needs has not been a priority for the MoE in the camps.

Persons with disabilities are among the most marginalised groups in the countries affected by the Syrian crisis. In the emergency context, and given the huge number of affected populations, the specific needs of refugees with disabilities have not really been addressed at all. Syrian refugees with disabilities are facing protection risks as a result of multiple and complex unmet needs, which cross both medical and social dimensions. Children with disabilities are often out of school, do not have access to specialised and mainstream services, and are stigmatised in their communities. The EU, UNICEF and the MoE (ESP, Domain 2.) education strategy prioritise inclusion of children with disabilities into education and child protection programmes. In 2019, 8% of children benefiting from education related support provided by UNICEF in Jordan were children with disabilities. In camps, this has included provision of inclusive playgrounds and training of teachers in approaches to inclusive education.

The EU Guidelines for the Promotion and Protection of the Rights of the Child from 2017 form the basis of the Rights Based Approach for this action. With regards to access to basic education, Jordan complies with all international conventions. However, important cultural and religious factors prevent all children from enjoying their rights. For the target group in this action, special attention to school attendance should be given to married children, victims of violence and/or gender-based violence, child labour victims, children traumatised/affected by armed conflict, and physically or mentally disabled children.

### **Good governance and civic participation:**

EU and UNICEF interventions aim to empower and actively engage with civil society, particularly adolescents and youth, enabling them to participate in decision making that affects their lives.

### **Sustainability:**

Programming for sustainability is at the heart of EU and UNICEF interventions in the education sector, through long-term and continuing work to support systems strengthening and capacity building with government partners and civil society actors. In camps, UNICEF is

working to strengthen the capacity of the MOE and Directorates to support the delivery of quality education services.

### **3.5. Stakeholders**

**The primary stakeholders of this proposed action are:**

- Syrian refugee students are the target groups and communities in the refugee camps the final beneficiaries.
- The MoE will be main stakeholder via the support of Ministry of Planning and International Cooperation (MoPIC) and will participate in the regular coordination and steering of the programme.
- UNICEF as the UN mandated agency on education, with technical expertise and ‘know-how’, will provide complementarity to the education system especially in the camps environment.
- The Donor Coordination Group will be regularly consulted, in particular EU MS.
- MoPIC and MoF: MoF transfers the funds to MoE; MoPIC is part of the EU-GoJ dialogue as signatory to the Financial Agreement

In the preparation phase close discussion and exchange of information took place with MoE, MoPIC, UNICEF, and the Donor Coordination Group.

## **4. IMPLEMENTATION ISSUES**

### **4.1. Financing agreement, if relevant**

In order to implement this action, it is foreseen to conclude a financing agreement with the GoJ for BS and Technical Assistance to the Ministry of Education. The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures pursuant Article 251 TFEU.

### **4.2. Indicative operational implementation period**

The indicative operational implementation period of this action, during which the activities described in section will be carried out is maximum 18 months from adoption of this Action Document by the Operational Board with potential of extension of implementation of activities until 14 December 2023.

### **4.3. Implementation components and modules**

#### **4.3.1. Budget support (direct management)**

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

The main criteria for the schedule of budget support relate to the following general and the specific conditions.

The general conditions for disbursement of all tranches are as follows: Satisfactory progress in the implementation of the provision of the national Education strategies (and of the Jordan compact Education commitments, including the GoJ delivering on its part by increasing the intake of Syrian and other refugee children into the public education system with assistance of donors) and continued credibility and relevance thereof; implementation of a credible

stability-oriented macroeconomic policy; satisfactory progress in the implementation of the PFM reform programme; satisfactory progress with regard to the public availability of timely, comprehensive and sound budgetary information.

The benchmarks<sup>20</sup> for disbursement to be used for variable tranche may include indicators related to:

1. The number of refugees accessing camp schools in KG, primary and secondary education level (projection of the estimated number of students for school year 2021-22 is around 36,000), and their tuition fees paid.
2. New school books have been provided for all Syrians children in camp schools (projection of the number of students for school year 2021-22 is around 36,000).
3. Salaries of teachers, administrators, Supervisory UNIT (34 staff) and Steering Committee Unit (4 staff) staff including KGs staff are paid in camp schools for the school year 2021-22. The number of teachers should be sufficient in primary and secondary schools in order to achieve a teacher/pupil ratio of 1 teacher every 22.2 students.
4. Libraries for primary & secondary education and IT and science labs for secondary education are open, operational (including through electricity provision), and other operational costs have been paid (including fuel, transportation for MoE staff, students fees for the final exam of the secondary schools, and their transportation and accompaniment). The concrete target will be negotiated during the preparation of the new Financing Agreement, for the school year 2020-21 it has been set at 13 schools with libraries and computer labs, 15 schools with science labs.
5. Improved quality of education. The specific benchmark will be agreed with the MoE based on a baseline survey, which will be implemented during the ongoing BS in the refugee camps.

A detailed disbursement schedule will be defined at the level of the Financing Agreement.

Performance monitoring of the programme in view of the disbursement of the budget support will be conducted by the Commission through the mobilisation of independent and qualified expert missions to assess progress in achieving the specific targets, as well as continued compliance with the General Reform Benchmarks.

#### ***4.3.2. Complementary support***

##### ***Direct management***

The complementary support in this Action Document is foreseen in the field of monitoring of the budget support implementation by an independent and Technical Assistance, which will be channelled through procurement of a service contract.

##### ***4.3.3. Indirect management:***

This action may be implemented in indirect management with ***UNICEF through a Contribution Agreement*** (FR 2018/1046 Art. 62.1). This implementation entails:

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<sup>20</sup> This will be defined in the Technical and Administrative Provisions that will accompany the Financing Agreement which will be concluded on the basis of this Action Document

- To provide funding for improving teaching and learning in the KGs and in the schools in camps by engaging Syrian support staff (teaching assistants, guards, cleaners, custodians) through cash for work.
- To provide funding for making schools and KGs operational, such as maintenance, WASH, supplies, security services, and utilities; and for transportation for children.
- To provide funding for new classrooms (containers) for KGs.
- To provide funding for the implementation of an awareness campaign against violence/vandalism in schools, and for strengthening the capacity of principals, teachers, students, parents and community in preventing and responding to the problem.

The envisaged entity has been selected using the following criteria:

- UNICEF has been envisaged as implementing partner since it has a very relevant collaboration with the MoE, the local authorities and relevant partners, particularly in support to formal education and because of its extensive capacity as pillar-assessed agency.
- UNICEF has extensive experience in the refugee camps and a proficient expertise in providing education services in crisis contexts.
- UNICEF has an excellent track record about managing contracts for the EU and it is best placed in view of building forward an expanding existing action.
- Current implementing partner of EUTF in Jordan. This contract is a continuation of previous TF-MADAD/2016/T04.13, TF-MADAD/2017/T04.78 funded actions and an ongoing action financed by the TF-MADAD/2017/T04.172.
- Furthermore, UNICEF in camps complements the MoE financial and management responsibilities of the school system which cannot operate without UNICEF.
- Pillar-assessed agency eligible for a Contribution Agreement.

UNICEF is the preferred implementing partner based on the above criteria.

#### 4.4. Indicative budget

Component*	Amount in EUR
- Direct management (Budget support)	18,400,000
- Direct management (Procurement of TA services)	100,000
- Indirect management with UNICEF	9,000,000
<b>TOTAL</b>	<b>27,500,000</b>

\* Communication and visibility funds will be included in the various components

#### 4.5 Performance monitoring

Monitoring shall be ensured primarily through EU Delegations in-country and in particular with the assistance of specific Trust Fund field and liaison officers posted within the EU Delegations. In addition, the EU Trust Fund has an independent Monitoring and Evaluation



(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 EUTF Syria Monitoring and Evaluation Framework is 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 EUTF Syria as well as with the reporting requirements and tools being developed by the EUTF.

The implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports and final reports.

The European 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).

The monitoring and evaluation exercises noted 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.

#### **4.6 Evaluation and audit.**

Overall, evaluation of the EUTF is mandated by the Constitutive Agreement of the Fund (article 13): “The Trust Fund and the Actions financed by it will be subject to the evaluation rules applicable to EU external programmes, in order to ensure the respect of the principles of economy, efficiency and effectiveness.” Detailed provisions for the Evaluation of EUTF-funded Actions are defined by the strategy for portfolio evaluations.

To support the fulfilment of the mandate of the EUTF reinforcing the EUTF capacity to bring a change in the cooperation area, the projects will carry out a number of evaluations.

Projects should carry out a final evaluation, and one external audit per year. A mid-term evaluation may also be considered. Whenever possible, evaluations will be jointly carried out by partners.

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.

#### **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 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 EUTF Syria 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 EUTF Syria 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 EUTF Syria 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. Within the context of this protracted crisis, it is increasingly important to strategically communicate the sustainability of the project's impact and the EU support, highlighting that the action also helps strengthen the host countries' national public service delivery systems and infrastructures beyond the current crisis.

The Communication and Visibility Manual for European Union External Action together with specific requirements for the EUTF Syria serve as a reference for the Communication and Visibility Plan of the Action and the relevant contractual obligations. According to the EUTF Syria'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 centre 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 EUTF Syria's programmes in promoting social cohesion, inclusion, dialogue and help mitigate tensions and misperceptions between refugee and host communities.

## ANNEX 1 - INDICATIVE LOGFRAME MATRIX (max. 2 pages)

The indicative logframe matrix will evolve during the lifetime of the action and can be revised as necessary: The activities, the expected outputs and related 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. The logframe matrix should be used for monitoring and reporting purposes: new lines will be added for including baselines / targets for each indicator at contracting or inception stage new columns may be added to set intermediary targets (milestones) for the output and outcome indicators whenever it is relevant, as well as to regularly update values (“current value”) for reporting purpose. The inception report should include the complete logframe (e.g. including baselines/targets). Progress reports should provide an updated logframe with current values for each indicator. The final report should enclose the logframe with baseline and final values for each indicator.

*Additional note:* The term "results" refers to the outputs, outcome(s) and impact of the Action (OECD DAC definition).

	<b>Results chain: Main expected results (maximum 10)</b>	<b>Indicators (All indicators targeting individual beneficiaries will be disaggregated by sex and community of origin, including refugees and host communities)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
Impact (Overall objective)	To enhance the capacity of the education system to support Syrian refugee children in camps.	<ol style="list-style-type: none"> <li>1. Attendance rate of enrolled students.</li> <li>2. Dropout rate (disaggregated by grade and gender).</li> <li>3. Percentage of children who have access to Early Childhood Education.</li> </ol>	School statistics, MoE reports, EU external consultant report, survey.	Not applicable
Outcome(s) (Specific Objective(s))	To increase the access of Syrian refugees' students to quality education at the levels of kindergartens, primary and secondary education in camps for the school year 2021-2022, in safe and inclusive learning environments.	<ol style="list-style-type: none"> <li>1. Number of students enrolled in education with EUTF support: a) primary education. b) secondary education; c) Kindergarten II (disaggregated by gender and age).</li> <li>2. Pupil/teacher ratio in the camps.</li> <li>3. Increased duration of teaching lesson, presently 35 minutes each.</li> <li>4. Passing rate of Syrian students at end of school exam (disaggregated by grade and gender).</li> <li>5. Results of the quality education survey.</li> </ol>	QIN  Consultant external verification; MoE reports, UNICEF reports, ROM Reports  EU external consultant	Availability of teachers, administrators, supervisory unit, and operational services

<p>Other Results (Outputs and/or Short-term Outcomes)</p>	<p>1. Access to quality basic education facilitated for Syrian refugees in the camps for academic year 2021-2022.</p> <p>2 Kindergartens, schools improve their capacities deliver quality education in the refugee camps and parents as well as educational community to actively participate in this process.</p>	<p>1.1. Number of children whose registration fees are covered (disaggregated by gender /age/KG/primary/secondary education and community of origin) (EUTF 1).  1.2. Number of children receiving transportation services (disaggregated by gender /age/primary/secondary education).  1.3. Number of children in school camps receiving school supplies (e.g. cleaning and hygiene supplies, safety equipment and first aid kits) disaggregated by /age/primary/secondary education) (EUTF 2)  1.4 Improved retention rate - % of students who continued attending school throughout the entire school year.</p> <p>2.1. Number of education personnel paid through EUTF support in schools and kindergartens in school camps  2.2. Number of ministerial staff trained (EUTF 6)  2.3. Number of education personnel trained (EUTF 4)  4.4. Number of schools upgraded in standards and operational, including laboratories and libraries  2.5. Number of educational facilities maintained  2.6. Number of refugees' parents and community members engaged in education awareness campaigns disaggregated by gender and community of origin (EUTF 42)  2.7. Reduction of the use of violent discipline methods by teachers</p>	<p>ROM reports, Project QIN, MoE EMIS data base, MoE records, MoE procurement, EU external consultant report</p> <p>ROM and QIN reports, UNICEF reports, attendance Lists</p> <p>MoE payroll, EU External Consultant report, external expenditure verification, UNICEF/Local partner payroll, procurement report, ROM reports, QIN Pupils' survey</p>	
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