

Action Document for the EU Regional Trust Fund in Response to the Syrian crisis to be used for the decisions of the Operational Board

1. IDENTIFICATION

Title/Number	EUTF Support to inclusive, equitable and quality education for Syrian refugees and vulnerable children in host communities in Jordan
Total cost	Total estimated cost: EUR 42 million Total amount drawn from the EU Trust Fund: EUR 42 million
Country	The Hashemite Kingdom of Jordan
Locations	The action shall be carried out at the following locations: Component 1. Zaatari, Azraq, and Emirate refugee camps; Component 2. Eleven Makani centres in host communities ¹
Implementing Partner (s)	Direct management: Ministry of Education Jordan; service provider Indirect management: UNICEF
Main Stakeholder (s)	<ul style="list-style-type: none"> • Ministry of Education (MoE); Ministry of Planning and International Cooperation (MoPIC), Ministry of Social Development (MoSD), UNICEF; Syrian refugees • Communities and vulnerable children in host communities; CBOs managing the Makani centres; donors' coordination group
Aid method / Method of implementation	Direct management through: - Budget Support - Procurement of services Indirect management with UNICEF
SDGs	Sustainable Development Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
DAC-code	51010 – General Budget Support
Objectives	To improve the quality of education and to enhance the capacity of the education system for Syrian refugee children, particularly in camp environments. To increase the enrolment of out of school Syrian refugees and vulnerable children in formal education.
Main Activities	Support the development of the national capacities, including through policy dialogue and advocacy, in order to increase enrolment rates and service delivery in education. Independent monitoring, performance assessment and reporting on the implementation of the education policy and Budget Support.

¹ Amman, Irbid, Madaba, Balqa, Mafraq governorates

	Preparation of children to enter in formal education (FE), support for retention of children in FE, referral to FE in Makani centres; elaboration, sharing, and endorsement from main stakeholders of a transition and sustainability strategy of UNICEF for the Makani centres.
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2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives²

The Government of Jordan is committed to the provision of free 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 freely in public schools³. The most recently adopted education policies, strategies and plans – the Human Resources Development strategy as well the Education Strategic Plan - reflect the Government of Jordan's determination to pursue simultaneously 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 costed strategic education framework, 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 Government of Jordan, in line with the Jordan Compact and the commitments adopted in the recent Brussels conferences (2017 and 2018), to enhance the quality, equitability and capacity of the education system for Syrian refugee children.

The interventions proposed in this action will address the education needs of children in the refugee camps and will support the referral of out of school children to formal education in camps and host communities, as well promote the elaboration of a transition and sustainability strategy for the well-established Makani centres system.

The **overall objective** is to improve the quality of education and to enhance the capacity of the education system to support Syrian refugee children, particularly in camp environments as well as supporting the integration in formal education of out of school Syrian refugees and vulnerable children.

The specific objectives of the action are:

Objective 1: To support the Government of Jordan to increase access and deliver quality education to Syrian refugees' children in kindergarten's, primary and secondary schools in camps for the school years 2019-2020 and 2020-2021.

Objective 2: To support out of school Syrian and vulnerable children to enter formal education..

The proposed action follows up on two projects already funded under the EU Regional Trust Fund in Response to the Syrian Crisis (EUTF Syria) and it is in line with the Overall Objective of the, EUTF Syria "to provide a coherent and reinforced aid response to the Syrian crisis on a regional scale, responding primarily to the needs of refugees from Syria in neighbouring countries, as well as of the communities hosting the refugees and their administrations, in particular as regards resilience and

² Please note - the objectives stated here should be coherent with those presented in the Logical Framework Matrix in annex 1 and in section 3.1

³ Jordan Partnership paper, April 2018.

early recovery", the Action will contribute to the Results 1.1 and 1.2 of Sector 1. Access to basic education of the current EUTF Syria Results Framework: 2018-2019.

2.2 Context

2.2.1. Country context

Main challenges towards poverty reduction/inclusive and sustainable growth

Syrian refugee inflows to Jordan, which amount to more than 670,000 according to UNHCR numbers, have also increased pressure on public service provision and public finances. At the February 2016 London pledging conference the Government of Jordan (GoJ) agreed to a "Jordan Compact" with the international community which aims to secure an increase in the support needed to mitigate the effects of the current crisis. The EU-Jordan Compact, adopted in December 2016, also contains a comprehensive package which combines assistance in diverse policy areas such as trade, employment, mobility, countering violent extremism and education. In exchange, Jordan has committed to draft and implement measures to facilitate social and economic inclusion of Syrian refugees. Progress on the Jordan Compact has been monitored and additional outcome documents restating the mutual commitments of Jordan and the international community have been adopted during the April 2017 and 2018 Brussels conferences 'Supporting the Future of Syria and the Region'.

The Jordan Compact builds on the Jordan 2025 national vision and strategy, a blueprint for a ten-year economic development path, which His Majesty King Abdullah II directed the Government to draw up in 2014. The 2025 Strategy identifies three major priorities: (i) addressing currently high levels of unemployment, particularly for women and youth, (ii) reducing poverty, which is concentrated in disadvantaged regions and (iii) increasing investment.

Tensions over the past months indicate that the government has to do more to resolve issues related to inequality and public service delivery. In this respect the World Bank has been working with the Government of Jordan to develop a five-year reform matrix, which will set reform milestones for the coming five years. The matrix covers different areas of government intervention and aims at aligning regulatory reform with donor support.

Unemployment hiked to 18.7 percent in the second quarter of 2018. With 70 percent of Jordan's population under 30 years of age, it is estimated that 80.000 new jobs will be needed each year to avoid higher levels of unemployment and poverty. The unemployment rate among youth aged 15-24 years is estimated at nearly 40 percent.

In the first seven months of 2018, the general government deficit, including foreign grants, widened to 3.9 per cent of GDP from 3.8 per cent of GDP for the same period in 2017. Excluding grants the fiscal deficit amounted to 4.8 percent of GDP broadly unchanged for the respective time period. At the end of June 2018, total gross public debt was standing at 96.1 percent of GDP (from 95.9 percent at end-2017) with the external public debt amounting to 39.8 per cent of GDP.

In September 2018, the new Government submitted a new income tax draft law to the Parliament. The new draft income tax law is more broad-based and progressive in terms of personal income taxation. If adopted without changes it could contribute to the sustainability of fiscal adjustment as currently only 5 percent of the individuals paid income tax in Jordan.

Macroeconomic policy

The Government of Jordan currently pursues credible and relevant stability-oriented policies, aiming at maintaining fiscal and economic stability.

Despite delays in implementation, the Government of Jordan (GoJ) continues to demonstrate commitment to the macroeconomic policy targets agreed with the IMF and the EU in the framework of the EU's Macro Financial Assistance.

The revision of the General Sales Tax framework in 2018 notably contributed to an increase in revenues and despite delays in the review of the Income Tax Law the authorities remain committed to preserve fiscal adjustment.

The GoJ's monetary position remains strong and the Central Bank's policies are appropriate according to the IMF.

Public financial management (PFM)

The latest PFM Annual Monitoring Report, covering the months November 2016-October 2017 reviews progress in the implementation of PFM reforms, and concludes that Jordan continues to fulfil the budget support eligibility criterion pertaining to PFM. A new PFM strategy 2018-2020 was adopted in September 2018.

Important efforts have been made to contain the rising public debt. The Government Financial Information Management System (GFMIS) has been rolled out to all Ministries and its scope extended to procurement. Progress has been made also in the preparation for the fiscal decentralisation process.

Negative developments also took place related to the delays in adopting the revision of the Income Tax Law as well as of the country's tax exemption framework.

In conclusion, despite delays in the implementation of PFM reforms and the persistence of serious regional challenges, the new PFM strategy in Jordan remains credible and the overall reform trend in the PFM sector is positive. For these reasons, the country continues to fulfil the Budget support eligibility criterion pertaining to Public Financial Management.

Budget transparency and oversight of the budget

The Jordanian draft law for the 2018 general budget and the draft law for the 2018 government unit's budget were endorsed by Cabinet on the 22 November 2017, and subsequently referred to Parliament.

Unlike previous years, the government estimated a modest economic growth for 2018, which is more reflective of economic conditions. This year, the government estimated a growth of 2.5 percent for 2018, which reflects current economic conditions.

Recent developments on the matter also included the adoption by the Parliament (in September 2018) of a new Audit Bureau law.

Fundamental values

Despite the potential risk of deterioration of the human rights (HR) situation due to security concerns, the Government of Jordan's commitment to fundamental values holds fast. The HR situation is being regularly addressed in the framework of the EU Jordan Subcommittees on Political, Human Rights and Democracy, which last edition took place in February 2018.

The Government of Jordan has ratified the six major international conventions related to protection of human rights; however, Jordan has not ratified some optional protocols, *inter alia* the Optional Protocol to the Convention against Torture (OPCAT), the 1st and 2nd Optional Protocols of the International Covenant on Civil and Political Rights (ICCPR), the ILO convention No 87, No 169, No 189, and the conventions on refugees and stateless persons. Jordan expressed reservations on a few but important articles of the UN Convention on Elimination of All Forms of Discrimination against Women (CEDAW) and on the Convention of the Right of the Child. Jordan is the only country in the region that has offered a standing invitation to all UN Special Rapporteurs. Yet, the Committee on the Right of the Child (CRC) has underlined important weaknesses in terms of legislation, institutions and allocation of resources that prevent the state from implementing the Convention.

The Government of Jordan has committed itself in the follow-up of the Universal Periodic Review to adopt a new human rights strategy, and in this respect has created several committees to further evaluate and assess the different recommendations issued during the exercise. Yet issues of concern remain such as the amendments to the Anti-Terrorism Law and the end of the de-facto moratorium on death penalty in 2014. The recent review of the implementation of the CAT convention repeated most of the previous recommendations related to torture from the previous 2010 CAT review, and the practice of torture is reported as having increased since 2013.

Conversely, in 2014 Jordan strengthened the impartiality of the judiciary through the new judicial independence law, and through measures for the legal implementation of the Anti-Corruption Strategy. In summary, Jordan although the GoJ has made significant efforts to comply with the commitments agreed in the ENP Action Plan with respect to the reforms process and enforcement of the laws adopted, it has yet to comprehensively enact those commitments.

Eligibility for budget support

Public policy

Since 2002, a reform programme called Education Reform for the Knowledge Economy (ERfKE) funded by different donors among which the World Bank and aimed at strengthening the basic education sector has been running. It was followed by a second phase (ERfKE II) that started in 2009 and that was strongly supported by the EU.

After that, a Human Resources Development strategy 2016-2025 was also developed as well as an 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, 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. The five-year ESP includes clear, prioritized, sequenced strategies and activities stemming from the goals of the HRD. The ESP domains are: Access and Equity, System Strengthening, Quality, Teachers, Early Childhood Education and Development (ECED), Technical and Vocational Education and Training (TVET).

This provides the overall frame of the Jordan education public policy that this action will contribute to support.

2.2.2 Sector Context

Policies and challenges

Jordan has in recent years adopted social, economic, educational and environmental policies that are inclusive and aligned with the Sustainable Development Goals.

Over the years, the MoE has adopted a comprehensive approach to inclusive education. The MoE is responsible for providing inclusive basic and vocational education to all children with disabilities or learning difficulties.⁴ The Ministry is working to mainstream children with disabilities into classroom throughout the Kingdom.

New education strategy

The National Education Development Conference in August 2015 was a major milestone in guiding the national dialogue on education and the consensus building towards a new phase of reform and development in Jordanian education. The Conference launched a **Human Resources Development (HRD) Strategy (2016-2025)** which updated and replaced the ERfKE II programme. Important elements of the new effort include: the school network optimisation, the improvement of the quality of vocational education, the plan for making preschool education compulsory through kindergartens, and the crucial work on Accelerating Access to Quality Formal Education for Syrian Refugee Children (Accelerating Access Initiative/AAI). With regards to access to education, the HRD does cater for basic access to all children regardless of background, gender, disability, or individual needs.

One of the obvious advantages of these developments is that it has helped facilitate and coordinate international donor support under the leadership of the MOE. Anchored in the goals of the HRD Strategy, 2016-2025, the MoE developed and launched in March 2018 **the Education Strategic Plan (ESP) 2018-2022** in cooperation with partners and stakeholders, using a participatory and inclusive approach strategy. The ESP Priority Area 1 is related to Early Childhood Education and Development (ECED), meaning the inclusion of kindergartens in the formal education. The ESP works towards the

⁴ National Human Resources Development strategy, 2016-25, page 99

achievement of the 2030 Agenda for Sustainable Development and, in particular, Sustainable Development Goal 4, focused on inclusive, equitable and quality education for all.

Syrian crisis response

Beyond the support to these structural reforms, significant international support has been received by Jordan to help the country cope with the influx of Syrians in the public education system.

In September 2014, the Ministry of Planning and International Co-operation (MOPIC) established the Jordan Response Platform for the Syrian Crisis (JRPSC). The JRPSC is coordinating the implementation of the Jordan Response Plan (JRP) which latest iteration (2018-2020) is currently under implementation and which brings together development and humanitarian responses to the Syrian crisis under one integrated planning and coordination framework.

The **Jordan Response Plan 2018-20** (JRP) defines 12 sectors, of which education is the largest. The overall education objective is "to ensure sustained quality educational services for children and youth impacted by the Syria crisis". The present intervention is embedded in the priorities of the JRP 2018-2020 which pursues the following specific objectives in the field of education: 1. Improved capacities of education authorities to the continuous delivery of quality inclusive education services; 2. Improved provision of educational facilities sustains access to adequate, safe and protective learning spaces; 3. Increased provision of adequate, protective and safe learning spaces and facilities".

Since 2016, the MoE committed to the provision of free certified education for all children, regardless of their registration status or nationality, hence Syrian and other non-Jordanian children can register freely in public schools. Several donors (Australia, Canada, Germany, Norway, the UK and the US, together with the EUTF in Response to the Syrian Crisis) have been supporting the GoJ to deliver on this promise and provide quality public education to Syrian refugee children currently enrolled in the public education system. Donors have joined up efforts through a Joint Financial Account/JFA to support; 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.

According to the JRP, the estimated number of school-aged UNHCR-registered Syrian children (6-17 years old) is 212.000. The MoE officially reported that in school year 2017-18 more than 130.000 Syrian children were enrolled in formal education: 32,529 children enrolled in public schools in camps and 97.517 in host communities⁵. There is a gender balance of enrolled children in early childhood, primary and secondary schools, both in camps and host community. In the refugee camps, there are currently, 32 schools in Zaatari camp, 4 in the Emirati camp and 15 in the Azraq camp. The MoE have the overall responsibility for schools but several responsibilities (for financing and management) are shared with UNICEF. The work of UNICEF has demonstrated to be critical for having the schools in camps operational.

As mentioned above, under the HRD Strategy and the related ESP, MoE has promoted the KGs/early childhood level as part of the formal education. Therefore, since school year 2018-19, the salaries of teachers and administrative staff of the KGs under the responsibility of MoE, are introduced into the budget of the MoE, including KGs staff in the refugee camps. This has created new needs and financial gaps.

Moreover, in order to reduce the overcrowding of the classrooms and reduce the ratio between teachers and pupils for a better quality education, four new schools have recently been constructed in camps, and new teachers' and administrative staff salaries occurred for the schools in the camps (school Type I⁶). From 1,320 teachers and 200 administrators in camp schools in year 2017-18, the

⁵ The MoE EMIS – Education Management Information System database was developed with the support of EU through UNESCO

⁶ School Type I: Camp schools; School Type II: Second Shift Schools for Syrian students only; School Type III: all the others

number increased to 1,501 teachers and 219 administrators in schools and 114 teachers and 11 administrators in KGs. The increased number of staff is currently funded by the TF-MADAD/2017/T04.66.

Moreover, in order to enhance the quality of the learning environment in the camps, the schools and KGs in camps will be connected to the electric grid during the school year 2018-19 and this will be financed through the donors' Joint Financial Account/JFA. Connecting to the electricity grid enables a double shift learning in schools –. The connection In additions it enables providing electricity to the laboratories and libraries of the schools. The MoE will be responsible for the payment of the electricity bills in the schools in the camps. In addition the MoE will sustain programme operations related to schools, libraries and laboratories, previously implemented by UNICEF, for the school year 2018-2019.

During regular donor meetings in 2016 and 2017, the Minister of Education has also proposed to upscale the current provision of education to Syrian children by organising catch-up and accelerated education classes for those having dropped out of the system, accompanied by back-to-school campaigns. Out of school children ineligible for formal education are reached with certified education services through Non-Formal Education (NFE)/Drop-out programmes, notably through UNICEF. The EUTF is also supporting these programmes.

Within the objective of the "No lost generation" principle (London Conference in 2016) aiming at reaching children with some form of education, UNICEF has developed and managed Makani (My Space in Arabic) centres which have provided formal (FE), non-formal (preparing for formal) and informal (life skills) education. After more than seven years from the beginning of the crisis, the Makani centres offer integrated services (education, protection, health etc.), have become an important reference for communities and are also working as referral centres to the formal school system. The EUTF as well as many other donors⁷ have supported the Makani centres throughout the years. Until May 2018, Makani centres have supported 149,771 children (52 percent Syrians and 44 percent Jordanians) in 235 Makani centres, managed by UNICEF together with the Ministry of Social Development, CBOs and INGOs. Since early 2018, donors have encouraged UNICEF to look into an evolving phased exit strategy to empower national actors and provide a more sustainable scope to the Makani centres. For now, the number of centres has been reduced as a result of UNICEF shortage of funding but a transition strategy should be elaborated

The challenges facing the education system in the previous years have led to more pressure, notably due to the increase in the population, the crisis in region, cultural diversity and geographic distribution of refugees⁸. The key challenge for the Jordanian Government is to maintain the course of reforming the education sector while shouldering the burden of accommodating a large number of additional students in the already overstretched national school system.

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. In 2017, Jordan received around USD 296 million against the requested USD 336 million covering almost 90 percent of the funding needs. .

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-

⁷ Among those, Australia, Canada, Norway, Japan, Korea, US PRM and the EU and its member states.

⁸ MoE ESP 2018-22

defined sector policy, on the basis of which the government develops and implements the sector measures.

Track record in policy implementation

The Ministry of Education has made considerable progress in the reform of the education system in Jordan and commitment to implementation of the education reform in its various components remains strong. The GoJ has continued the reform momentum initiated with ERfKE II with the HRD Strategy launched at the end of 2016, and with the ESP launched in 2018, and has adopted a focused and targeted approach striving to deepen and broaden the transformation of education programmes and services. These reforms strategies are owned and led by the MoE.

However, there is still a need for better coordination between the central and the decentralised levels and amongst different managing directorates of the Ministry of Education

The joint donor cooperation has also led to the formulation of a Common Results Framework/CRF with the Government of Jordan concerning actions and activities to cover the needs of Syrian children. The supervision of the implementation of this CRF is being done by the EU within the framework of the budget support interventions so far funded, both through ENI and TF support. The most recent one, titled "Budget support to the Ministry of Education to deal with the Syrian refugee crisis" (TF-MADAD/2017/T04.66), funded by the EUTF includes technical assistance to the MoE in order to continue the monitoring of the implementation of the education policy and of the BS itself. This has been agreed with the donors as well as with the MoE.

The EU funded budget support interventions include monitoring missions that takes place twice per year, usually in May and November.

The last monitoring mission has been carried out by an external consultant at the end of the school year 2017-18 (ENI/2014/037-650 and ENI/2015/038-501 - part of the complementary support).

In the findings of the report, the consultant concludes, in relation to the "Assessment of the status of education sector policy implementation", the following:

"In terms of general conditionalities with regard to the education sector policy, the policy framework for education clearly shows overall coherence with Jordan's overarching development policy, and shows satisfactory progress in the implementation of the Jordan Response Plan for 2016-2018 and the Human Resources Development Strategy. The finalisation of the Education Strategic Plan 2018-2022 has been an important milestone with regard to future educational development in Jordan. Access to formal education for Syrian children remains a priority of the GoJ, as expressed in the Jordan Response Plan."

As for the assessment of the specific conditions of the BS TF-MADAD/2017/T04.66 the monitoring report has verified that:

1. 1,320 teachers and 200 Administrators have been contracted and salaries have been paid for them (achieving more than 100% of the target);
2. 32,274 Syrian students have been enrolled (92,26% of the target) and fees have been paid for them; Pupil/Teacher ratio stands at 118,16% of the target);
3. 32,274 books have been distributed (achieving 100% of the target);
4. as per qualitative assessment 70% of surveyed schools have been judged as being adequate or better (overachieving the target of 65%).

Policy financing


Since 2014, the MoE estimates overall costs for the education of Syrian refugees and presents them to donors on a yearly basis as "Accelerating Access Initiative/AAI budget" and accordingly the donors commitments are presented yearly as well.

At the beginning of July 2018, the MoE has finalised with the donors the estimated budget for school year 2018-19 to cover the additional costs of the education of Syrian refugees, providing an estimate of around 51 million JOD (EUR 63,75). The above costs for the school year 2018-19 have been addressed by donors, which are currently covering all estimated requests.

In October 2018 the MoE has presented a new yearly budget related to the Accelerate Access Initiative/AAI (school year 2019-2020), this time including some of the budget gaps that UNICEF has announced to provide support to education facilities both in the camps and in the host communities (see table 1 below) and asked for support to donors. The MoE has not yet fully developed the capacity to take over from UNICEF the management of schools in the camps. Moreover, the MoE does not have the technical capacity for specific technical interventions in the camps such as the payment of salaries to Syrian support staff, and the management of infrastructures.

It is for this reason that complementary support to the Budget Support through UNICEF is foreseen under this action.

Table 1⁹ : Donors' commitment (16 October, 2018).



2. 2018/ 2019 Funding Status – Type I Schools

Type I Schools						
#	Category	Cost	Covered	Donor	Gap	Implementation
1	Human Resources	11,635,411	8,905,106	EU	2,730,305	MoE & UNICEF
2	Operational Cost	3,831,576	2,674,078	EU	1,157,498	MoE
3	Training	747,661	442,827	JFA	304,834	MoE
4	Non-Formal Education	1,132,534	0	-	1,132,534	UNICEF
5	Equipment & Furniture	117,000	117,000	JFA	0	MoE
6	Infrastructure & Maintenance	1,335,570	0	-	1,335,570	MoE
Total		18,799,752	12,139,011		6,660,741	

* All costs are in Jordanian Dinars

Based on the analysis above, the total amount allocated to the budget support component of this action is EUR 31,4 million to cover the needs of Syrian refugee children, particularly in camps. Of this amount EUR 31.2 million is for budget support, and EUR 0.2 million for complementary support measures aimed at monitoring bi-annually the intervention through a report on the achievements of the Financial agreement and of the Common Result Framework/CRF.

The rationale for this amount is based on an analysis of the previously agreed indicators of former and ongoing Education BS (ENI/2014/037-650, ENI/2015/38501 and TF/MADAD/2017/T04.66), 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) and this is expected to rise in the school year 2019-2020 as a result of the renewed commitment of the Jordanian Government on Education in the Brussels conference in 2018, as well as a back to school campaign by the Ministry of Education and UNICEF which will expectedly increase the number of children enrolled in public schools.

⁹ October 2018 Ministry of Education. School Type I: Camp schools; School Type II: Second Shift Schools for Syrian student only; School Type II: all the others

The present BS within the proposed action will set similar targets: 34,000 Syrian children in camps receive books and their fees are paid; 1615 teachers (1501 in schools and 114 in kindergartens) and 230 administrators (11 in KGs) salaries will be paid; 34 Supervisory Unit staff contracts are foreseen and salaries will be paid. In addition, under the ongoing BS, the operational costs will be paid (electricity, transportation of MoE staff, costs for the exam fees at the end of the secondary school), as the MoE took over from UNICEF these costs due to the shortfall of funding of UNICEF.

The BS within the present AD will put more emphasis on quality education through the support of the MoE Supervisory Unit. Furthermore the support to the MoE in the camps will strengthen its capacity in managing and taking responsibilities for the school camp. As complementary action a service contract for monitoring and technical assistance to the MOE is as well foreseen.

This Action proposes to address gaps as salaries for the MoE staff of the Supervisory Unit and new operational costs (transportation for MoE staff to the camps and Tawjihi costs). Other complementary costs necessary for the schools to be operational would be addressed through direct support to UNICEF, as payment of Syrian support staff, through cash assistance, that the MoE cannot pay directly. Therefore, within this Action, complementary activities to the BS programme are addressed in a separate agreement with UNICEF, in particular for financing the Syrian support staff (cleaners, guards, teachers' assistants, custodians) in order to assure that the schools inclusive KG's in camps are operational.

The total amount allocated for the project through indirect management with UNICEF is 10.6 million euro to cover the gap identified and needs of Syrian refugee children, particularly in public camp schools, that MoE cannot pay directly to Syrian support staff; such as teaching assistants, guards, cleaners, custodians and to support Syrian and vulnerable children (3300 Syrian and 2300 DOM children) out of school to reintegrate formal education through 11 UNICEF Makani centres in host communities in the governorates of_ Amman, Irbid, Madaba, Balqa, Mafraq governorates _____.

UNICEF MAKANI centres in host communities will support Syrians and vulnerable children out of school to reintegrate formal education. Makani centre's remain a very important element in supporting enrolment of each child into school; they are also safe space, offer PSS to parents and children, remain key referral point to other services, thus serving as community centres and places for exercising social cohesion.

2.3. Lessons learnt

In the current funding mechanisms the emphasis is shifting to strengthening the education for all and the implementation capacity of the Ministry of Education as main provider of education. The most recent monitoring report from the independent expert has indicated that. 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 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 priority of the Government of Jordan, as expressed in the JRP.

The Ministry of Education is delivering on its promise to provide education to the agreed number of Syrian refugees as well as the increase of quality in the second shift schools. It is important to involve the Ministry of Finance in all negotiations and to receive guarantees from them that the money will reach the Ministry of Education budget.

The "Monitoring assessment and support to EU and other donors-funded Education and complementary programs implemented by the Ministry of Education to deal with the Syria refugee crisis" report, submitted in July 2018, have been used to inform the design of the intervention, by providing evidences, evaluation of previous BS under ENI, and inform the logic of intervention of the programme and the indicators that will be included in the Technical and Administrative Provisions and Performance Assessment Framework.

An "External Results-Oriented Monitoring (ROM)" visit, conducted through external experts in September 2018 came out with some important recommendations which will be addressed by the programmatic framework within this bridging phase of funding, in order to ensure effectiveness and impact of aid, as follows:

A continuation of the support to the Makani centres is suggested under the condition that UNICEF provides together with MOE, MOSD and relevant actors a transition strategy and a sustainability plan for the Makani centres to the donors.

2.4. Complementary actions

The European Union is one the most significant partners of the Ministry of Education supporting its efforts to respond the Syrian refugee crisis.

The most recent budget support programmes to the Ministry of Education to deal with the impact of the Syria crisis, under ENI/2014/037-650 and ENI/2015/38501, covered the school years 2015-2016 and 2016-2017, with a total financing of EUR 55 million, and under TF-MADAD/2017/T04.66 covering 2017-2018 and 2018-2019 school years for schools in camps environment . The present proposed action aims to capitalize on the achievements of these former programmes.

The EUTF is supporting the basic education for vulnerable Jordanians and Syrians also through projects implemented by INGOs consortiums, Member State agencies/MSs as: a project led by AVSI rehabilitating MoE schools and providing remedial classes for vulnerable Jordanians and children of other nationalities addressing school retention (2,4 Million Euro in Jordan); a project led by World Vision including formal, non-formal and informal education (EUR 6.3 million in Jordan); a project implemented by KfW related to the construction of 10 new schools (33 million Euro); a project led by GIZ which provides school rehabilitation, school transportation and extra curricula activities (EUR 21.1 million in Jordan) .

The action document has been developed in close cooperation and coordination with ECHO in filling gaps and in line 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 program 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).

In the field of Higher Education, the EU support has been channelled through the Erasmus+ programme.

The EUTF is supporting Higher Education/HE through two projects that provide scholarships for vulnerable Jordanians and Syrians which are implemented by the German Jordanian University (EUR 11 million) and by DAAD (EUR 3.200.000 million for Jordan).

The EUTF in terms of TVET has several programmes tackling the issue of certified professional education, among which: the QUDRA programme which is GIZ led (5000 beneficiaries for certify professional short course 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), and the ENI funded "Skills for Employment and Social Inclusion" programme (ENI/2014/033-672, 52 Million Euro).

The European Union is one the most significant partners to the Ministry of Education in supporting the education sector in Jordan during the Syrian refugee crisis.

With more than EUR 30.6 million of funding to UNICEF over the period 2012-2016, 5 million over the period 2016-2017 for Jordan (EU TF-MADAD/2016/T04.13), 5 million over 2018 for Jordan (TF-MADAD/2017/T04.78), the EU has provided learning opportunities for children in refugee camps, at public schools and informal education centres across the country.

UNICEF Makani centres in host communities will support Syrians and vulnerable children out of school to reintegrate formal education. Makani centres remain a very important element in supporting enrolment of each child into school; they represent a safe space, offer psychosocial support to parents

and children, remain key referral point to other services, thus serving as community centres and places for exercising social cohesion.

2.5. Donor co-ordination in the education sector

Monthly co-ordination meetings take place in the donor co-ordination group for education which focuses on support to the Jordanian education, the Syrian refugee situation and school construction. The group is presided by DFID with USAID as co-chair, and its members are Australia, Canada, European Union, Germany, Norway, the UK and the US.

To expand the physical infrastructure of the education system several donors within JFA¹⁰ are funding the construction of school buildings and school extensions (school Type II and III)¹¹ together with the support of the EUTF in an complementary action "Construction of 10 schools" implemented by KFW (please see the Table 2¹² below).



2. 2018/ 2019 Funding Status – Type II and III Schools

Type II and III Schools						
#	Category	Cost	Covered	Donor	Gap	Implementation
1	Human Resources	21,635,534	20,298,368	Germany	1,336,966	MoE
2	Operational Cost	14,274,510	14,274,510	JFA	0	MoE
3	Training	2,734,876	1,535,436	JFA	1,199,440	MoE
4	Non-Formal Education	5,096,366	0	-	5,096,366	UNICEF
5	Equipment & Furniture	4,590,837	2,954,796	JFA	1,636,041	MoE
6	Infrastructure & Maintenance*	6,000,000	0	JFA	6,000,000	MoE
Total		54,332,123	39,063,310		15,268,813	

* Indicative figure that will be updated

10/16/2018

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The strong advocacy for more international support to the GoJ, as articulated at the London Syria Conference (2016) and the subsequent Brussels 'Supporting the future of Syria and the region' conferences has led to donors increasing their pledges to support the GoJ provide education services to refugees and host communities. These commitments coupled with the commitments of the GoJ have been translated in the international Jordan Compact as well as in the EU Jordan Compact.

The donors of Australia, Canada, EU, Germany, Norway, the UK and the US made financial commitments until the school year 2018/2019. These commitments cover the overall costs of the MoE to provide education to Syrian children. The MoE presented to the donors group the budget for financing for the school year 2018-19 related to the Accelerating Access Program (targeting especially Syrians and affected host communities), that has been discussed and finalised with donors in July. The MoE presented the urgent gaps needed to be supported by donors that have been completely covered by them, in part also through a recent top up of the ongoing BS operation under the EUTF (TF/MADAD/2017/T04.66), which refers and addresses these gaps in coordination with other donors. A good example of this coordinated effort is the financial support that the donors' JFA are giving to

10 Joint Financial Agreement signed in 2016 by the donors in the education sector, to address the needs of the MoE related to the response to the Syrian Crisis

11 School Type I: Camp schools; School Type II: Second Shift Schools for Syrian student only; School Type II: all the others

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the MoE for the connection of the schools and KGs in camps to the electric grid, which will be complemented with the financial support of the operational costs related to electricity consumption addressed by the above-mentioned top up of the ongoing BS. In October 2018 MoE has presented additional costs related to the financial gaps at UNICEF, which have to be addressed by the donors and particular by this Action.

3. DETAILED DESCRIPTION

3.1. Objectives/Expected Results

The **overall objective** is to improve the quality of education and to enhance the capacity of the education system for Syrian refugee children, particularly in camp environments as well as supporting integration in formal education of out of school vulnerable children. The **Specific Objectives** are:

Objective 1: To support the Government of Jordan to increase access and deliver quality education to Syrian refugees' children in kindergartens, primary and secondary schools in camps for the school years 2019-2020 and 2020-2021;

Objective 2: To support out of school Syrian and vulnerable children to enter formal education.

The expected results of the action for the school years 2019-2020 and 2020-2021 are:

Objective 1:

1.1 Quality education is ensured and measured according to the Quality Performance Scores which is a complex set of qualitative data that stands at the basis of the methodology that donors have agreed to use in order to assess the quality of education in Jordan.

1.2: Syrian and other refugee children (around 34,000) in camps receive schoolbooks and their tuition fees are covered.

1.3 Teachers and administrators salaries for kindergartens (KGs) and schools in the camps are paid (1,615 teachers, 1,501 in schools and 114 in kindergartens; 230 administrators, among which 11 in KGs), as well as salaries for the MoE Supervisory unit (34 staff) monitoring the quality of education in the camps;

1.4 Services such as library, computer and science education in the camp schools are being delivered, and the school staff (including dedicated Syrian support staff such as 600 teaching assistants, and 800 guards, cleaners, custodians) and operational costs (such as electricity, transportation for MoE staff, students fees for the final exam of the secondary school -Tawjihi- and students escorts to the exam location) are, covered, for making the schools system inclusive of KGs - and these facilities safe and operating.

Objective 2:

2.1: Out of school Syrian, Jordanian and non-Jordanian children are identified and referred back to formal schools through the national network of Makani centres; they are provided with a safe and protected learning environment and their successful enrolment and retention into the formal school system is supported.

2.2 Vulnerable children targeted within the Makani centres system, including all children in vulnerable situation, Syrian, Jordanian, including the Dom communities and non-Jordanian are provided with opportunities to develop their life skills and to actively engage in community life and social cohesion activities.

2.3 A transition strategy and sustainability plan for the funding of Makani centres is designed, shared with MoE, MoSD, donors and stakeholders, and endorsed by the main stakeholders.

3.2. Activities

Objective 1

The envisaged main activities proposed in the camps are *inter alia*:

- Implementation of Learn for All campaigns (L4A) to generate awareness on the importance of education for all the children, in particular girls at risk of early marriage, boys at risk of child labour exploitation, disable children, and enrol them into school and other learning opportunities.
- Payment of students' tuition fees;
- Distribution of text books and payment of stationary;
- Payment of students' fees to seat for final exams at secondary school level (Tawjihi) and to escort students to the exam locations;

Quality of education will be supported through a set of activities including:

- Provision (contracts, salaries and transportation) of sufficient number of teachers in order to reduce the teacher-pupil ration, and of administrators;
- Provision (contracts and salaries) of Syrian teaching assistants;
- Provision (contracts, salaries and transportation) of the MoE Supervisory Unit;
- Procurement of technical assistance services to the MoE in order: to continue to monitor the implementation of policy reforms and of achievement of the budget support indicators; to further develop the Common Result Framework with donors and MoE in order to increase the focus on quality of education and students learning assessment; to organise capacity building for MoE staff based on a full capacity assessment currently ongoing;
- Payment of operational costs among which: the electricity costs for the lightening of all the double shift schools in camps (operating also in afternoon) and for the utilisation of additional services as computer and science laboratories; salaries of cleaners and support staff to have a safe and clean learning environment;

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

Target: 34,000 children in KGs and schools in camps including 750 children with disabilities. The 1,615 teachers, 230 administrators, 34 staff of the Supervisory Unit are host communities personnel and they will benefit from the contract and salary. The capacity building provided to the MoE staff at different levels will benefit the whole education sector, in camps and host communities.

Activities will include *inter alia*:

Objective 2

Makani is a comprehensive approach to service provision linking interventions in education – learning support services; community-based child protection, including early childhood development; adolescent and youth participation – life skills and innovation labs. A Makani center serves as a base for referring cases to specialized service providers, to be found in schools, non-formal education centres, clinics, hospitals, etc. At the time that facilitators at Makani centres supervise the activities of boys and girls and communicate with the children's parents through Community Committees and meetings with parents, they also identify individual cases that require special care and specialized medical, psychological, legal, educational or physical help.

According to this approach the most relevant activities for the proposed intervention are the following.

1. Referral to formal/non-formal education

Referral Mechanism: Case identification is carried out by the Academic Facilitator, the Life Skills Facilitator, or the Psycho Social/PSS Facilitator. The cases are then referred to the Centre Director, who will classify the cases into categories (educational, health, physical, protection, community rehabilitation, legal) and refer them to the competent person at the center or organization;

Referrals to education (MoE schools): The Makani centre checks the child's Eligibility for formal education: students who have dropped-out of school can go back to formal education, provided that there is no more than a 3-year- age difference between them and the other students in the grade they will be admitted in. Therefore, the Makani centre refers the child to the MoE and UNICEF will follow back on the children's referral status. For 13-18 year old males and 13-20 year old females who have missed at least one year of school or who have never been enrolled in formal education in Jordan, the Makani centre checks Drop-out centers' list and find the closest centre to the child's house and then contact them and follow up on the child's case afterwards.

2. Support to retention

Learning support services target children who are in and out of school with the aim to support their learning process. It also provides instructional educational services based on the educational needs and levels of children. It takes into consideration individual differences and allows children to possess the needed skills and knowledge as they progress throughout the different LSS levels. It is worth noting that this service does not provide an official certificate.

This component targets all children in and out of school, of all nationalities, between the ages of 6 to 18 years old and focuses on an interactive learning environment to motivate children to learn. This component provides an opportunity for parents to discuss their children's educational challenges, while providing the needed support based on the child's abilities and needs.

- Learn for All campaigns (L4A) will be implemented in order to generate awareness on the importance of education for all the children, in particular girls at risk of early marriage, boys at risk of child labour exploitation, disable children, and enrol them into school and other learning opportunities;
- Early Childhood Development (ECD) services, such as nurseries and kindergartens (KGs) which will result in positive developmental outcomes for children, not only improving school readiness, but also boosting socio-emotional abilities and motor skills;
- Life Skills Education: Through the Life Skills programme, young people (ages 10-24) are provided with training on essential skills for their social, civic and economic engagement.

The project will support the costs of facilitators' salaries and training (an average of 18 facilitators per centre), transport for children, stationary, in order to implement the activities of Learning support, Child protection, Early Childhood Development, Life skills, Outreach and referral.

Target: 3300 Syrian Children, 2300 Jordanian children of DOM ethnicity will benefit directly from the services in 11 Makani centres; other Jordanian children attending the 11 Makani centres will also benefit from the project support and activities; the host communities will benefit from the Education

3. Elaboration, sharing with MoE, MoSD, donors and stakeholders, and collegial endorsement of a transition and sustainability strategy of UNICEF for Makani centres. The main elements of this activity are the following:

- Phasing out of partnerships with INGO's: In accordance with the principle of nationalization, the decision was taken to phase out all international NGOs implementing the Makani programme and focus on strong national NGOs;
- Focusing on sustainable national NGOs: in 2019, UNICEF will mainly focus on national NGOs which have both financial and technical capacities to carry the Makani programme regardless of UNICEF's financial support. Hence, UNICEF will only continue to partner with NGOs which have their own source of funding and have the will to invest in children's well-being. As a start, UNICEF has started piloting a more sustainable implementation approach in 10 Makani centers where UNICEF is only providing the salaries for the Makani staff while the partner is covering all other operational costs;

- Cost efficiency gains: UNICEF and its Makani partners are working on developing a more cost efficient implementation model focusing on integrating the Makani services (e.g. Integration of life skills and learning support services as one same course) to reach the same results with better quality and at less costs;
- Institutionalization of programme within MoSD: Given MoSD's comparative advantage as the only government institution that directly implements the Makani programme, the partner was supported to scale up to 20 centres in 2018 and was given a priority during the rationalization exercise when choosing centres that would remain open and those that would close down, and
- Investing in capacity building for National NGOs and MoSD: During 2018 UNICEF has designed and implemented a tailored capacity building plan for strategic Makani partners focusing on the technical aspects and shifting the technical knowledge and capacity to the national partners. Additionally, UNICEF is heavily investing in MoSD capacity building in order to prepare them to lead on the Makani programme overall at country level.

Target exit strategy UNICEF: CBOs and MoSD will benefit from the transition strategy of the Makani centres, while UNICEF will provide technical assistance and supervision, which in turn will benefit the host communities.

3.3. Intervention Logic

The continuation of the Budget Support and the UNICEF Makani programme are based on the following intervention logic:

- The commitment of EU support to the Ministry of Education in Jordan to allocate national budget resources (including from the EU budget support) to provide quality education in host communities and in the camps is in line with standard national budget procedures since the school year 2013-2014.
- The overall effectiveness and impact of the budget support in achieving Jordan's policy objectives which have been successfully implemented in previous years is consistent. The corresponding financing needs of Jordan in the light of the Syrian refugee crisis for the school years 2019-2020 and 2020-2021 has increased as a result of the announced policy to bring all refugee children into education and is covered by a joint donor cooperation.
- UNICEF complement financial and management responsibilities and activities of the public education system. As part of the medium term intervention logic, UNICEF is to present an exit strategy for Makani centres.

3.4. Risks and assumptions

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

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

Risk Matrix			
Risks	Impact	Likelihood of occurrence	Mitigating actions
Donors will not keep supporting the Makani centres if UNICEF will not present a transition strategy	11 EU co-funded centres have to close after 2 years	Low	Meetings with UNICEF and the donor coordination group education will take place to address step by step the transition strategy
Government reshuffle and change of line Ministers (MoE, MoPWH)	MoE will not be able to complete the connection of the schools to the electric grid Not provision of lightening for the schools Not provision of the additional services necessary for quality education	Medium	Written confirmation has been sought in August 2018 by the EU TF manager to ensure that the connection project will be implemented by MoE/MoPW
Syrian refugees are registered but not attending school	Poor education results for the children	High	EMIS, developed with EU funding by UNESCO, will generate accurate data and we need remedial activities; support NGOs that work with the families, homework support.as UNICEF is doing in camps and host communities (through Makani centres) A special programme under complementarity measures was developed under the current BS operation to connect the Syrian community to the school as well as the introduction of Syrian volunteers in the double shift schools will lead to a reduction of dropout rates Under this action, the school attendance will be increased by involving parents through the position of classroom assistant/volunteer which aims to increase the commitment of parents to school supported by EU TF through the project indirect management with UNICEF. Parallel the EU TF support to MoE within the present BS is foreseen for school transport, final secondary school exam (Tawjihi) costs and Supervisory Unit staff monitoring the quality of education.
Limited availability of good teachers	Quality of education is not ensured	Medium	Unemployment rate is around 30% under academicians. The Ministry is organizing a 10 weeks pre-service course which will be funded by the DfiD. Separately measures

			will be implemented to support the school management and the teachers in the 200 double shift schools.
Shortage of technically skilled staff and turnover of staff at Makani centres	Not good technical quality of services provided	Moderate	Frequent training of implementing partners and formative supervision in the field, in line with the priorities of the proposed project.
Extra burden for Jordan Government	Lack of financial support to UNRWA and need for Palestinian refugees in Jordan to exclusively use public education facilities	Medium	Close monitoring with UNRWA
Low attendance or high dropout rate of children age 12+ years old due to pressure to work (for males) or stay at home/early marriage (for females)	Poor education results for the children	High	Makani centres will improve enrolment and retention rates of adolescent boys and girls, addressing social barriers and pressure to work (for males) or stay at home (for females), through new outreach and retention strategies specifically targeting adolescents and youth
Sustainability of Learning Support Services	Lower level of education results	Moderate	Assessment of Learning Support Services outcomes on literacy and numeracy skills of child beneficiaries will be conducted systematically and recorded in Bayanati UNICEF programme; monitoring of school enrolment and attendance status of each child beneficiary will also be recorded on real time basis through Bayanati and will allow frequent analysis

Assumption: That MoE and UNICEF receive sufficient funds to cover the gaps generated by the UNICEF shortfall in funding. Strong donor coordination is in place to address these gaps. The present Budget Support is addressing, among others, the UNICEF gaps that the MoE took under is budget and responsibility from UNICEF (Supervisory Unit, operational costs); in parallel, within the same Action, UNICEF gaps in camps are addressed in order to have the schools in camps operational (Syrian support staff).

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

3.5. Cross-cutting issues

Throughout the project design and implementation gender mainstreaming will be taken into consideration. With respect to access to quality education, special effort 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 relate to 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. According to the most recent data delivered by the MoE for this report 52% of the refugee population are female for the basic education system, while in the field of secondary education this is 51.4 percent.

Under the World Bank programme Education Reform for the Knowledge Economy II (ERfKEII) there is a programme of technical support to the MOE Gender Unit. The focus of this support has been to plan and deliver active learning sessions to review the recently developed Field Directorate

Improvement Plans from a gender perspective, and to use the School Directorate Development Plans sex-disaggregated data in their planning process and to ensure the plans have specific targets and activities to address gender-based issues in the schools. Gender based violence still affects many girls, the participation of UNICEF in the management of the schools in camps and in supervising the Makani centres, assure that specific focus will be given to challenge gender norms and stereotypes through all child protection related interventions.

The legal basis for gender mainstreaming are 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 2019-24.

Building on the Result Oriented Monitoring (ROM) recommendations, the Action will focus on the needs of the most vulnerable populations, including children with disabilities. Respective mainstreaming will be addressed through policy dialogue and monitoring of policy implementation as the MoE has adopted comprehensive approach to inclusive education. A Realist and progressive targets will be set with MoE.

The EU Guidelines for the Promotion and Protection of the Rights of the Child from 2017 forms 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 (especially for objective 1 and 2), 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 physical or mentally disabled children.

3.6. Stakeholders

The primary stakeholders of this proposed action are:

- Syrian refugee communities and vulnerable children in host communities
These are considered to be the first and main priority stakeholders. It is considered that providing for “quality education and access” to both refugees and vulnerable children in host communities within each community or neighbouring communities will have a positive impact on the overall population
- MoE will be main stakeholders via the support of Ministry of Planning and International Cooperation and they will participate in 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.
- CBOs managing the Makani centres will participating in identification of obstacles and solutions, and keep the contacts with other civil society organizations
- Donors coordination group will be regularly consulted, in particular EU Member States
- MoPIC and MoF: MoF transfers the funds to MoE; MoPIC is part of the EU-Government of Jordan dialogue and sign the Financial Agreement

In the preparation phase close discussion and exchange of information took place with MoE, UNICEF, and donor's coordination group.

The most pressing issue is the question of the transition from UNICEF-co-financed and co-managed refugee schools to a system based on MoE financing and management. The most pressing need is to maintain the level of education in the coming years and schools in the camps risk to be closed if a proper transition to MoE is not accomplished. When this transition and its financing is secured the action will focus on more direct challenges in terms of children's rights (as noted earlier).

3.7. Contribution to SDGs

Sustainable Development Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all; and to the SDG 5 'Gender equality and women's empowerment'.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

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

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in section 3.2 will be carried out is 24-months. A possible extension of the implementation period may be decided by the Manager, and immediately communicated to the Operational Board.

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) 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 as well as satisfactory reporting from the monitoring contract for the existing contracts.

The specific conditions¹³ for disbursement to be used for variable tranche may include indicators related to :

- 1: the number of refugees accessing camps schools in KG, primary and secondary education level,
- 2: the fact that school books (new and used) have been provided for Syrians and other refugee children in camp schools;
- 3: Teacher and administrators salaries are paid to camp schools including KGs staff in camps for the school year 2019-20 and 20-21;
- 4: Libraries for primary & secondary education and IT and science labs for secondary education are opened and operational (including through electricity provision).

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.

¹³ 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

4.3.2. Complementary support

Direct management

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

It should be noted though that the budget support programme under ENI/2014/37650 and ENI/2015/38501 has developed a complementary support programme which will be implemented between August 2017- December 2018 through a grant contract aimed to promote engagement with civil society and technical assistance to the Ministry of Education to deal with the Syrian refugee crisis, evaluation, and communication and visibility.¹⁴

4.3.3. Indirect management:

This action may be implemented in indirect management with *UNICEF through a Delegation Agreement* . This implementation entails:

- To provide funding for operational costs for making the KGs and the schools in camps operating such as Syrian support staff (teaching assistants, guards, cleaners, custodians)
- To support Syrian and vulnerable children out of school to pass to formal education through UNICEF Makani centres in host communities.

The envisaged entity has been selected because UNICEF has a very relevant collaboration with the MoE, the local authorities and relevant partners particularly in support to formal education and because of UNICEF extensive capacity as pillar assessed agency. UNICEF has extensive experience in the geographical areas targeted by EUTF and a proficient expertise in providing education services in crisis context. 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. This contract is a continuation of a previous TF-MADAD/2016/T04.13 founded action and an ongoing action financed by the TF-MADAD/2017/T04.78 related to the coordination and supervision of Makani centres, giving coherence to approach and activities. Furthermore UNICEF in camps complements the MoE financial and management responsibilities of the school system which can't operate without UNICEF.

4.4. Indicative budget

Budget	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
- Direct management (Budget support)	31,200,000	NA
- Direct management (Procurement of TA services)	200,000	NA
- Indirect management with UNICEF ¹⁵	10,600,000	NA
Total	42,000,000	

¹⁴ The grant contract has been negotiated with the Jordan river Foundation (JRF), supported by Madrasati and the Jordan Education Initiative under the previous Budget Support programme, aims to mitigate the negative effect on the quality of education due to large numbers of Syrian pupils in 100 double schools. In this way the complementary measures are supporting the institutional and policy developments by the Ministry of Education which is one of the root causes of the high drop-out number of pupils.

¹⁵ Indicative budget: 6,600,000 for camps and 4,000,000 for 11 Makani centres

4.5. Performance monitoring and reporting

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 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 EU Trust Fund.

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 Syria 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.

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

Important note: The overall objective should be one of the outcome statements in the Overarching EUTF Syria Results Framework. It should also use the associated performance indicator(s). The specific objective must be coherent with one result given in the EUTF Syria Results Framework (RF). Each Specific Objective must use the performance indicator(s) linked to the selected result from the RF.

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

	Results chain: Main expected results	Indicators	Sources and means of verification	Assumptions
Impact (Overall objective)	Syrian children and students are better educated	<p>Passing rate of Syrian students at end of school exam (disaggregated by grade/gender)</p> <p>Dropout rate (disaggregated by grade/gender)</p>	School statistics, MoE reports, Evaluation	N/A
Outcome(s) (Specific Objective(s))	1. Syrian children and students with increased access to quality education	<p>Number of students enrolled in education with EUTF support: a) primary education b) secondary education (disaggregated by gender)</p> <p>Number of children retained in formal education (disaggregated by gender)</p>	UNICEF reports, QIN	Availability of teachers, administrators, supervisory unit, and operational services

		<p>Number of children referred to formal education (disaggregated by gender)</p> <p>Pupil/teacher ratio in the camps</p>	<p>Consultant survey; MoE reports, UNICEF reports</p> <p>Evaluation reports, ROM reports</p>	
<p>Other Results (Outputs and/or Short-term Outcomes)</p>	<p>1.1 Access to quality basic education is facilitated for Syrian and other refugee/vulnerable children in the camps and host community (for academic years 2019-2020 and 2020-2021)</p>	<p>Number children whose registration fees are covered (disaggregated by gender /age/primary/secondary education)</p> <p>Number of children receiving transportation services disaggregated by gender /age/primary/secondary education)</p> <p>Number of children receiving other school services disaggregated by gender /age/primary/secondary education)</p> <p>Number of children receiving support to pass to formal education disaggregated by gender /age/primary/secondary education)</p>	<p>ROM reports, Project QIN, MoE EMIS data base, MoE records, MoE procurement report</p>	

	1.2 Improved school capacities	<p>Number of education personnel, trained and/or paid through EUTF support (disaggregated by gender)</p> <p>Number of schools upgraded in standards or equipped</p> <p>Number of Makani funded with EUTF support</p>	<p>ROM and QIN reports, UNICEF reports, attendance lists</p> <p>MoE payroll, External Consultant report, external expenditure verification, UNICEF/Local partner payroll, procurement report, ROM reports, QIN</p>	
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