

**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**

<b>Title/Number</b>	EUTF support to the self-reliance of refugees and host communities in Jordan, towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians.		
<b>Total cost</b>	Total estimated cost: EUR 59,000,000 Total amount drawn from the Trust Fund: EUR 59,000,000		
<b>Duration</b>	36 months		
<b>Country</b>	The Hashemite Kingdom of Jordan		
<b>Locations</b>	Nationwide		
<b>Implementing Partner (s)</b>	Action 1: United Nations High Commissioner for Refugees (UNHCR) Action 2: International Labour Organization (ILO), United Nations Children's Fund (UNICEF)		
<b>Main Stakeholder (s)</b>	Ministry of Social Development, National Aid Fund, Ministry of Labour and Ministry of Planning and International Cooperation, refugees and hosting communities.		
<b>Aid method / Method of implementation</b>	<b>Indirect management</b> Action 1: UNHCR Action 2: ILO together with UNICEF		
<b>SDGs</b>	<b>SDG 1</b> “End poverty in all its forms everywhere” (1.3). Other significant SDG: <b>SDG 8</b> “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all” (8.5).		
<b>DAC-code</b>	16011	Sector	Social protection and welfare service policy, planning and administration
<b>Objectives</b>	<p><b>Overall Objective (OO)</b> of the programme is to strengthen the self-reliance of the most vulnerable refugees, Syrians in particular, as well as host communities, towards the establishment of an inclusive national social protection system.</p> <p>The <b>Specific Objectives (SO)</b> of the action are:</p> <p><b>SO1.</b> Support the graduation from cash assistance through improved profiling, to better define the vulnerability caseload of refugees and</p>		

	<p>increase opportunities for long-term resilience for both refugees and vulnerable Jordanians;</p> <p><b>SO2.</b> Establish mechanisms for the implementation and coordination of the National Social Protection Strategy, with the scope to promote more sustainable livelihood opportunities and create national employment and social protection interventions for all vulnerable in Jordan.</p>
<p><b>Main Activities</b></p>	<ol style="list-style-type: none"> <li>1. Coordination, integrated planning and monitoring of government-wide efforts in the social protection and employment sector to increase coverage and cost-effectiveness in social protection and employment activation;</li> <li>2. Provision of cash transfer starting with a caseload of 32,500 refugee families per year, aiming at supporting at the end of the project a residual population of the most vulnerable among the vulnerable cases;</li> <li>3. Elaboration of profiling of refugees to be used to assess and inform the graduation and referral strategy towards livelihood opportunities;</li> <li>4. Graduation of at least 12,000 vulnerable people (Jordanians and Syrians) from cash assistance to more sustainable jobs and income opportunities through intensified targeted assistance (coaching, mentoring, skills training and job matching services);</li> <li>5. Piloting of employment based social protection schemes and mechanisms to strengthen the relationship between employment, social security and social justice.</li> </ol>

## 2. RATIONALE AND CONTEXT

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

The **Overall Objective (OO)** is to strengthen the self-reliance of the most vulnerable refugees, Syrians in particular, as well as host communities, towards the establishment of an inclusive national social protection system. The intervention will contribute to the 2019 Jordan Response Plan (JRP) overall objective of the social protection sector, which aims to provide all vulnerable groups affected by the crisis with access to improved social protection services<sup>1</sup>.

The **Specific Objectives (SO)** of the action are:

1. Support the graduation from cash assistance through improved profiling to better define the vulnerability caseload of refugees and increase opportunities for long-term resilience for both refugees and vulnerable Jordanians.
2. Establishment of mechanisms for the implementation and coordination of the National Social Protection Strategy, with the scope to promote more sustainable livelihoods opportunities and create national employment and social protection interventions for all vulnerable in Jordan.

With this intervention the EUTF is proposing to support cash assistance provided by UNHCR to refugees in the medium term, while following up on their profiling and case referral to livelihood opportunities and reduce by time the caseload to the most fragile cases. Opportunities for graduation from poverty will also be provided for vulnerable Jordanians. This exercise will be coupled with the support to the operationalisation - as of evidence-based implementation - of the National Social Protection Strategy (NSPS) 2019-2025 with the scope to coordinate and create mechanisms to accelerate the integration of social protection and employment activation interventions, therefore focusing on the pillar of the strategy dedicated to decent work opportunities (Pillar 1).

In line with the Overall Objective of the EU Regional Trust Fund in Response to the Syrian Crisis, (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 early recovery", the Action will contribute to the Specific Objective 2 of the current Result Framework<sup>2</sup>. **The intervention fits the EUTF scope of bridging the nexus between the humanitarian-development divide; it aims at creating closer links between humanitarian interventions and social protection to better meet the chronic and acute needs of crisis-affected populations, including refugees and their hosts, reduce humanitarian needs and ultimately, secure a path to sustainable development.** Based on the EU reference document titled "Social protection across the humanitarian development nexus", social protection instruments include a range of both non-contributory (cash transfer) and contributory schemes (public and private safety nets) as well as selected instruments to strengthen skills and competencies to diversify livelihoods, increase employability and support entrepreneurial skills, which is the link that this intervention is promoting in the context of the crisis response in Jordan.

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<sup>1</sup> JRP 2019:

<https://static1.squarespace.com/static/522c2552e4b0d3c39ccd1e00/t/5c9211e6e79c7001701ba9b3/1553076715901/Final+2019+JRP.pdf>

<sup>2</sup> Result #2 reads: "Syrian and host communities with better livelihoods and food access, through better employability prospects and improved financial and productive capacities".  
[https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/eutf\\_rf\\_2019.pdf](https://ec.europa.eu/trustfund-syria-region/sites/tfsr/files/eutf_rf_2019.pdf)

## 2.2. Context

### 2.2.1. Country context

The ongoing conflict in Syria remains the largest displacement crisis in the world. The scale of the humanitarian emergency has worsened as the country has moved through eight years of war. Now, in its ninth year of instability, while conflict is limited to particular areas, overall the situation across Syria remains precarious. Host countries, like Jordan, are struggling to maintain social and economic stability. While the majority of refugees in Jordan come from Syria (657,445 - 87%), numbers of Iraqis (67,453 - 9%) and Yemenis (14,689 - 2%) are also present in the country adding to a population of over 2.1 million long-staying Palestinian refugees assisted by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)<sup>3</sup>. It is also noted that since the opening of the border between Jordan and Syria in October 2018, the number of overall returns to Syria remains limited to 33,000 registered refugees based on the latest official data<sup>4</sup>. Conditions are also not considered safe for returns either by the EU or by the Government of Jordan (GoJ).

Since 2014, the interagency Vulnerability Assessment Framework (VAF) has assessed over 100,000 Syrian refugee families, providing comprehensive data to UNHCR and other VAF partners on refugee needs in host communities. **Nearly 80% of out-of-camp Syrian refugees present in Jordan, out of which 50% are women, remain below the national poverty line of JOD 68 (USD100/EUR 87) per capita per month. This, despite a decreasing trend since 2017<sup>5</sup>, still results in considerable hardship in meeting daily needs and accessing adequate shelter, food, healthcare and education.** The protracted nature of the conflict means that families who are unable to access enough income through work, remittances or other means, grow increasingly vulnerable to risks related to poverty as their resources are depleted after years of displacement. In addition to poverty, particularly vulnerable refugees face numerous other challenges, including war-related trauma, physical disability, with particular reference to those who are unaccompanied minors, elderly and single parents trying to care for their children.

A key commitment of the London Conference in 2016 included the assertion that the GoJ would allow the necessary administrative changes for Syrian refugees to apply for work permits. As of the end of August 2019, the cumulative number of work permits registered with the Ministry of Labour stands at 153,535 out of which 24,581 have been issued in 2019. 6.7% are for women<sup>6</sup>. Since 2018, thirteen employment centres, including two centres in Azraq and Za'atari refugee camps, funded by the EU and the Netherlands have been established through ILO, the Ministry of Labour, the Syrian Refugee Directorate in camps, and other stakeholders, to provide services to Syrian refugees and Jordanians in an effort to further increase access to work permits and employment opportunities. The centres have led to over 10,000 jobs being found, 35% to women and including over 2,000 for Syrians. **Based on a recent FAFO survey on the conditions and livelihoods of Syrian refugees in Jordan, unemployment among Syrians is reported at 25%; for Syrian refugee men being at 23% but**

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<sup>3</sup> The total population of Jordan is estimated at 10.5 million based on the latest Dept. of Statistics estimate (<http://dosweb.dos.gov.jo/>). Refugees figures are updated to Sept 2019.

<sup>4</sup> Jordan Times, 18 Sept 2019; <https://www.jordantimes.com/news/local/some-153000-syrians-left-jordan-border-reopening-%E2%80%94-ministry>

<sup>5</sup> Based on the most recent VAF there is a reduction of 8% in the percentage of the population identified as highly or severely welfare-vulnerable among refugees, from 86% in 2017 to 78% in 2018. VAF – Vulnerability assessment study, 2019 UNHCR ACF ILO, page 7

<sup>6</sup> Ministry of Labour Syrian Refugee Unit -- Monthly Progress Report; [https://gallery.mailchimp.com/21ac4d661afc676782cbf14bc/files/c3be4b29-ecc4-4cd0-86e4-7fd6d42adad3/monthly\\_report\\_August\\_2019.pdf](https://gallery.mailchimp.com/21ac4d661afc676782cbf14bc/files/c3be4b29-ecc4-4cd0-86e4-7fd6d42adad3/monthly_report_August_2019.pdf)

**double for women<sup>7</sup>. Majority of them was indicated as working in the informal sector and with around a third having a work permit;** also, a majority of the employed Syrian refugees did not work the entire year preceding the survey; only 37 % worked 11 or 12 months, while 35% were employed less than half the year. Very few Syrian refugees in Jordan have access to non-paid work benefits such as retirement pension (1%), maternity leave (2%), and paid sick-leave (5%)<sup>8</sup>.

The refugee population has stretched the capacity of national institutions to deliver social services, in addition to the fact that the existing social protection and employment activation system is relatively constrained in terms of poverty reduction, equitable access and contribution to achieving SDGs. **Despite Jordan being a strong player in terms of social protection in the MENA region, the social protection system due to its fragmentation, insufficient participation of the private sector, and gaps in coverage is challenged by high expectations.**

Based on recent data, **15.7% of Jordanians live below the poverty line.** Also, unemployment is high; almost 1 in 5 Jordanians that are willing to work are not able to do so, and the rate has indeed constantly increased since 2014, year in which the rate was at 11.9 % compared with 19.2% currently. Deteriorating economic conditions translate into increased poverty. Based on the data from the Household Expenditures and Income Survey (HEIS) 2017/18, the current poverty rate at 15.7% is an increase of 1.3 percentage points from 2010 (14.4%) to 2017/18.

However, Jordan is the only country in the Middle East that has ratified the ILO Convention 102 on Social Security standard that operates a large scale social assistance cash transfer programme funded with national resources, and provides forms of social insurance-based coverage for health, maternity and unemployment, in addition to long term risks. However, high expectations lie with the social protection system in Jordan to provide for the critical function of social and economic equalizer, foster productivity and human capital development, provide opportunities and cushion the most vulnerable within the framework of the ongoing structural challenges in the economy and the labour market.

Some of the major bottlenecks are:

- a) the lack of an overarching social protection and employment activation framework to maximize synergies and ensure effective integration of policy solutions;
- b) inadequate effective and equitable access for women and children to social protection as a cornerstone for gender equality;
- c) the need to define a new social contract to curb growing inequality and preserve social cohesion.

To address these challenges, **in 2019 the Jordanian Government embarked on a process of developing a new National Social Protection Strategy – NSPS (2019-2025)** under the leadership of the Ministry of Planning & International Corporation (MoPIC) and the Ministry of Social Development (MoSD). The strategy, aimed at a decent life for all Jordanians, is organised around three pillars:

- 1) Pillar 1; Opportunities – decent work and social security, focuses on opportunities for families to be economically self-reliant through the labour market;
- 2) Pillar 2; Empowerment – social services, focuses on the empowerment of the population through affordable education and health care as well as social services that support people with special needs;

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<sup>7</sup> FAFO, The livelihoods of Syrian refugees in Jordan, Results from the 2017-2018 survey of Syrian refugees inside and outside camps, November 2018. The survey was implemented by the Jordan Department of Statistics (DoS) between November 2017 and January 2018, based on information from 7,632 households and 40,950 individuals. The survey was funded by the European Regional Development and Protection Programme (RDPP).

<sup>8</sup> Ibidem

3) Pillar 3: Dignity – social assistance, focuses on targeted social assistance for the poor to maintain dignity. Within this pillar falls as well the Takaful programme launched in May 2019, which seeks to expand the NAF cash assistance provided to Jordanians and to provide complimentary services to the most vulnerable families nationwide (on energy, transportation, health insurance, and school feeding).

Despite the fact that the NSPS is mainly targeting Jordanians, it offers opportunities from the perspective of refugees as well as migrant workers in terms of providing decent work for all, one minimum wage, transparent regulatory framework on work permits and social security inclusion for all workers including in the informal sectors. The strategy also prioritizes some interventions at policy levels as well as direct services to combat child labour among all communities, including Syrians.

While having a Social Protection and Poverty Reduction Strategy that states the way to achieve significant poverty reduction through an effective and equitable access to social protection services is a commendable step forward, it is now necessary to create mechanisms that guarantee its implementation, monitoring and sustainability in order to be able to reduce and prevent poverty in all its forms and vulnerabilities, **regardless of nationality or status**.

### *2.2.2. Sector context: policies and challenges*

By definition, social protection consists of "a set of policies and programmes aimed at preventing or protecting all vulnerable people against poverty, vulnerability and social exclusion, throughout their lifecycles, with a particular emphasis towards vulnerable groups".<sup>9</sup>

**Several social protection mechanisms are in place in Jordan**, the main one being the National Aid Fund (NAF) cash transfer operating under the supervision of the Ministry of Social Development (MoSD) which operates as the largest poverty-targeted mechanism covering 62% of the sector expenditure. Approximately 93,000 vulnerable Jordanian households benefits annually from the NAF cash transfer programme (around 10% of the total Jordanian population) with a total annual budget of around JOD 90-95 million. The current average benefit received by Jordanians is between 45 and 180 JOD per household. There are as well few other institutions working on social protection such as the National Zakat fund as well as few NGOs (e.g. Tkiyet Um Ali/Food for life and the Islamic Centre Charity Society).

Given the current economic situation, the Government of Jordan has launched in early 2019 a programme to expand the NAF caseload, alongside system strengthening, in order to increase the poverty reduction impact. **The expansion is foreseen as part of the main national growth plan that the Government has launched at the end of 2018, within the work plan called "Path to Revival" - the Al Nahda action plan - with the aim to create more jobs, raise the efficiency of the public sector and reinforce economic stability.** Among the main guiding pillars of the plan, the Government's focus is on social protection with the aim to expand social safety nets to protect the poor and the vulnerable<sup>10</sup>. The Government has therefore developed a five-year programme to expand and modernise social safety nets to cushion the reforms and to ensure that the basic needs of the poor and vulnerable are met and that they have pathways to transition out of poverty. Key elements of the reform programme are to: 1. expand and improve the cash transfer program under the NAF; 2. improve the coverage, coordination, and impact of social safety net programs through the National Unified Registry, an automated data-exchange system to verify eligibility information of households; 3. enhance the shock-responsiveness of the social protection system in light of price shocks resulting from future subsidy reforms, through coordination between the NAF and relevant government departments.

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<sup>9</sup> EC, DEVCO NEAR and ECHO, February 2019, "Social protection across the humanitarian development nexus. A game changer in supporting people through crises"

<sup>10</sup> GoJ, Turning the corner, Jordan's path to growth. February 2019

The main package of support to the expansion of NAF beneficiaries comes from the World Bank through a Development Policy Loan (DPL). The plan is to add 85,000 households with an additional budget of JOD 100 million within three years 2019-2021 and reach an overall caseload of 178,000 households. The phased expansion covers around 25,000-30,000 households per year. The World Bank is in charge of technical assistance to strengthen the targeting system of NAF through the United Kingdom's Department for International Development (DfID) funding. Improvements in NAF's delivery systems, including the digitalization of payments to NAF beneficiaries, are also planned. Under this framework, called Takaful, the programme seeks also to provide complementary services to the most vulnerable families nationwide. Over the coming three years, a total of 140,000 families will benefit from provision of at least one of five services: cash assistance, health insurance, energy saving projects, transportation support and school feeding programmes. The Takaful programme will also provide 50,000 households with health insurance, 5,000 families with energy-saving assistance (solar panels) and 10,000 households with public transport support and 50,000 students in the most vulnerable areas with a school feeding programme.

**The bulk of the humanitarian cash assistance to Syrian refugees in Jordan is managed by UNHCR and the World Food Programme (WFP).** WFP is responding to the basic food requirements of around 500,000 most food insecure Syrian refugees by providing them with cash and food restricted vouchers; basically WFP is covering 76% of the entire Syrian refugees registered population in Jordan. UNHCR has been operating regular basic needs social transfer to a current caseload of 32,500 families out of which 30,000 are Syrians, maintaining one of the largest and most innovative cash based interventions programmes and providing iris scan cash transfer on a monthly basis to refugees residing outside camps. The transfer values are in the range of 80 – 155 JOD for Syrians and 125-310 JOD for non-Syrians who do not receive WFP food voucher assistance. Finally UNICEF as well as some NGOs and different stakeholders have provided targeted cash assistance to refugees for different specific purposes, as for instance schools' enrolment or targeted health support for reproductive health or special protection cases.

### 2.3. Lessons learnt

As highlighted by the EC Conclusions on 'Operationalizing the humanitarian-development nexus'<sup>11</sup> and the 'Communication on forced displacement and development'<sup>12</sup>, **the need to coordinate humanitarian and development actions is paramount to address the root causes of vulnerability and fragility, particularly in case of protracted displacement crises.** In doing so, focus should be on delivering collective outcomes, by working collaboratively and in complementarity across institutional boundaries based on comparative advantages of each community of actors. The aim is to foster the resilience and self-reliance of forcibly displaced people through access to economic opportunities and social protection.

Social protection has become a cornerstone of any long-term strategy to mitigate the impact of forced displacement on the lives of refugees and their hosts. The increasing use of cash transfers as a humanitarian response modality and robust evidence on the efficiency of social protection (particularly social assistance) led to the recognition of the multiple complementarities and growing convergence between humanitarian assistance and social protection. The motivation for creating closer links between social protection and humanitarian interventions is to better meet the chronic and acute needs of crisis-affected populations - including refugees and their hosts - contribute to reducing humanitarian needs and ultimately, secure a path to peace and sustainable development<sup>13</sup>.

<sup>11</sup> <https://www.consilium.europa.eu/media/24010/nexus-st09383en17.pdf>

<sup>12</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>13</sup> EC, Social protection across the humanitarian development nexus. A game changer in supporting people through crises, Tools and Methods Series n 26, February 2019

Based on research, there are broadly three common ways of working with social protection in contexts of forced displacement, each heavily influenced by the maturity of the existing social protection system. These are not mutually exclusive and in many contexts a combination may be appropriate: 1. align, inform, transition; 2. utilise and preserve; 3. develop and strengthen. While building national social protection systems traditionally builds upon long-term commitments, the “transitional financial instruments” can play an important role in aligning with and complementing these efforts, where consistent with its principles. **An integrated approach combining alignment and gradual reinforcement of the national social protection system is highly relevant to the context of Jordan.**

Moreover, extending the provision of social protection to the host community in addition to the displaced community, and supporting various social cohesion initiatives, help defuse tensions. **One of the most effective ways to reduce the aid dependence of refugees and increase their self-reliance is to give them access to livelihoods and labour market opportunities.** As well as allowing them financial independence, this helps the displaced integrate into and participate in their host communities. Self-reliance strengthens dignity, enhances positive contributions to the host community, reduces aid dependence and makes solutions more sustainable. Building the self-reliance of the forcibly displaced is crucial in enabling them to become agents of their own development and of the communities hosting them, particularly when displacement is protracted. Measures towards self-reliance offer economic prospects but also hope and scope for aspiration.

Overall, since the beginning of the crisis the European Commission has allocated EUR 1.3 billion in assistance to the Syrian crisis, providing support to refugees and vulnerable communities in Jordan, out of which almost EUR 400 million is humanitarian assistance. Whilst humanitarian assistance remains important in Jordan but to a decreasing extent, there is a need to further advance in the transition to longer-term models to better meet the needs of vulnerable refugees and to enhance access to service provision, in line with national social provision systems. Within this context, complementarities and synergies between humanitarian and development actions is a priority for the EU. Since 2015, the EU has launched in Jordan a Joint Humanitarian and Development Framework (JHDF) exercise to promote strategic discussions between the different funding instruments to address the humanitarian, mid-term and development priorities in Jordan, for a more cost effective division of labour, based on regular exchange of information and coordination. **In relation to social protection, the expectation to have the EUTF transitioning towards funding a more structured safety net was agreed in 2018 and ECHO has been accordingly reducing the commitments towards cash transfers to refugees.** In the meanwhile, the EUTF has been promoting income generating activities (short and medium) and skills development interventions through different partners and with a strong focus on assistance to Syrian refugees.

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

Social Protection in Jordan is a key component of the national reform agenda as well as of the Regional Refugee and Resilience Plan (3RP) and the Jordan component, the Jordan Response Plan which covers the comprehensive refugee, resilience-strengthening and development response to the impact of the Syria crisis in Jordan. Social protection cuts across various sectors and resilience-development interventions, ranging from cash transfers to active labour market programmes and policy initiatives that promote access to paid work and social security. Providing social protection access to all, including for groups traditionally marginalized and/or discriminated against by national systems will be key to fulfilling the pledge of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs) to leave no-one behind and reach the furthest behind.

**Within this framework, the EU cooperation with the Ministry of Social Development (MoSD) in the lead on the social protection response in Jordan, is fruitful since 2013,** and it has been tackling several areas aimed in particular at improving the capacity and the governance of the Ministry. In 2013, the EU has launched a twinning programme that lasted for two years and aimed at strengthening the Human Resources capacity of MoSD and at promoting the rights of vulnerable families, women and children.



After that, the EU through ENI supported MoSD with dedicated technical assistance to revise and update the social protection strategy and develop its action plan for 2017-2020<sup>14</sup>. The MoSD together with the NAF are also the key partners of the ongoing EU-ENI funded budget support programme titled "Skills for Employment and Social Inclusion Programme – SESIP" which started in 2016 and will end in 2019 (EUR 52 million). The programme has the objective to increase the number of vulnerable people - including people with disabilities, women and youth – able to access training programmes and subsequently the labour market, as well as to strengthen the capacity of 400 social workers deployed under NAF supervision. There is also a second EU-ENI funded contribution to Social Protection, project approach based, which started in 2019 and will end in 2022 (EUR 23 million) investing in the modernisation of the MoSD governance through; the physical rehabilitation of social centres; the support to the de-institutionalisation reform; the quality of social work and the communication and visibility of the Ministry's portfolio. Also, in 2017 the EU, through the EUTF, contributed to launch a partnership between the National Aid Fund and UNICEF aimed at strengthening the institutional capacity of the NAF in one of its main objective, which is to support vulnerable children with recurrent cash assistance. The EU is now planning a new social protection programme under the ENI bilateral cooperation in the framework of the Annual Action Programme (AAP 2020).

**Social protection being a key priority of the EU support to Jordan, the current proposed intervention will therefore contribute to a long lasting partnership with the MoSD in a critical stage, which is the launching of the operationalisation of the National Social Protection Strategy 2019-2025.** This EUTF action will bridge towards the upcoming support under the ENI.

**Cash assistance operations for refugees in Jordan have been funded over the course of the past years by several donors, among those ECHO, DE, US, CAN, NL and DfID.** With the exception of ECHO, donors mostly fund unconditional cash assistance to both UNHCR and WFP with the perspective of continuing doing it in the medium term. DfID in particular, is planning to support both WFP and UNHCR cash assistance for the next three years with the intention to promote a third party monitoring, external to the one promoted by UNHCR. This exercise might therefore be of use to this intervention as well, supporting the triangulation of information and data, without creating extra burden to interviewed beneficiaries.

Since 2016, **ECHO in Jordan** has funded cash assistance programmes for around EUR 69 million, out of which EUR 23.5 million were allocated to the UNHCR cash-based intervention and the rest distributed among different partners targeting specific legal, health, documentation and education cash interventions. DG ECHO will continue providing humanitarian assistance to undocumented and unregistered refugees and protection will remain a main cross-cutting component through the ECHO funded interventions in Jordan.

Moreover, to further up the Jordan compact and livelihood opportunities, **the EU has also launched a fruitful cooperation with the ILO to advance opportunities under the EU-Jordan Agreement on the relaxation of the rules of origin (RoO).** The ILO provides employment and job matching services facilitating Jordanian and Syrian job seekers' access to decent work opportunities in sectors eligible to export to the EU. More specifically, the ILO operates five EU-funded employment centres in Sahab, Zarqa, Mafraq, Irbid and Zaatari refugee camp<sup>15</sup>. It is also facilitating job-matching through the introduction of an e-counselling platform with support from development partners. The EUTF is also currently providing funding for employment opportunities and several of those, as for instance the QUDRA programme, include skills development linked to job opportunities. Those will support scenarios for graduation backing up the interventions proposed here, in coordination with the work carried out at strategic level by the World Bank with the NAF.

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<sup>14</sup> This Strategy has now been launched for the period 2019-2025.

<sup>15</sup> This is part of the project mentioned at page 5 and co-funded with the Netherlands.

## 2.5. Donor co-ordination

As agreed at the Brussels Conference on Supporting the future of Syria and the region in April 2018<sup>16</sup>, the international community in Jordan is coordinating the promotion of better assistance in the social protection sector. Since its creation in June 2018, DfID has been co-chairing the strategic donor group that focuses on the transition of the multi-purpose cash assistance programmes into longer-term social protection schemes with the support of DG ECHO. The group has been attended by the EU, DfID, DE, CAN, NL, US/PRM and NO representatives, and has already met several times, although not regularly. The donors most heavily engaged in the sector are; DfID, through cash assistance and support to the World Bank and the NAF, NL engaged with the PROSPECTS initiative<sup>17</sup> and DE which is the major donor to WFP for cash assistance in Jordan.

Also, UNHCR provides linkages between social transfers and access to the labour market through the co-ordination with a wide variety of partners providing humanitarian and development assistance in Jordan through the Livelihoods Sector Working Group co-chaired with the Danish Refugee Council.

Finally, MoSD has been calling for several coordination meetings with the World Bank and other relevant stakeholders, in order to review social assistance interventions in Jordan. The World Bank is about to finalise a study which provides an accurate mapping of existing cash transfer programmes across national and humanitarian institutions in Jordan, which will also presents findings about other social safety nets models in the region.

## 3. DETAILED DESCRIPTION

### 3.1. Objectives/Expected Results

The **Overall Objective** of the programme is to strengthen the self-reliance of the most vulnerable refugees, Syrians in particular, as well as host communities, towards the establishment of an inclusive national social protection system.

The **Specific Objectives** are:

1. Support the graduation from cash assistance through improved profiling, to better define the vulnerability caseload of refugees and increase opportunities for long-term resilience for both refugees and vulnerable Jordanians.
2. Establishment of mechanisms for the implementation and coordination of the National Social Protection Strategy, with the scope to promote more sustainable livelihoods opportunities and create national employment and social protection interventions for all vulnerable in Jordan.

**Expected Results** are:

1. Cash transfer provided to refugee families, starting with a caseload of 32,500 families per year, aiming at supporting at the end of the project a residual population of the most vulnerable among the vulnerable cases;
2. Improved profiling of refugees and referral strategy towards livelihood opportunities;

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<sup>16</sup> Brussels II Jordan partnership paper, para 39, <https://www.consilium.europa.eu/media/34144/jordan-partnership-paper.pdf>.

<sup>17</sup> The NL have launched a global initiative called 'Inclusive Jobs and Education for forcibly displaced persons and host communities Visio' which entails a partnership between the Government of the Netherlands, IFC, ILO, UNHCR, UNICEF and the WB.

3. At least 12,000 vulnerable beneficiaries – 6,000 refugees and 6,000 Jordanians - will have graduated from cash assistance to jobs through intensified skills training and job matching services and opportunities. It is expected that 10% of these will be young people between the age of 18-24 whom will be supported with a comprehensive package of training, mentoring and coaching to support a successful transition towards employment. Moreover, to be noted is that 60% of the beneficiaries that will be reached with services will be women, and no less than 40% will actually benefit of the programme by securing a sustainable and decent job. It is also expected that no less than 5% of beneficiaries securing a job will be Persons with Disabilities.
4. Employment based social protection schemes are piloted and proposed as mechanisms to strengthen the relationship between employment, social security and social justice.
5. Referral pathways between existing social protection schemes and employment are assessed to support the identification of models to be implemented, with a particular focus on refugee workers and vulnerable Jordanians that lack access to essential social services.
6. Enhanced coordination, integrated planning and monitoring of government-wide efforts in the social protection and employment sectors are promoted.

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

### 3.2. Activities

The activities suggested under the indirect management approach are, inter alia:

#### Component 1 with UNHCR

In order to assist refugees in meeting their basic needs, **UNHCR cash-based interventions (CBI) are proven to be amongst the most cost-effective and dignified forms of providing assistance with minimum administrative cost.** Providing cash directly to beneficiaries not only gives refugees the dignity to decide for themselves how to best utilise the funds but also has the added benefit of contributing directly to the local economy. Assistance is provided on a sliding scale based on family size, ranging from a one-person household to a maximum of seven or more.

UNHCR's CBI provides cash transfers to 32,500 households on a monthly basis and covers Syrian refugees as well as non-Syrian refugees (Yemenis and Iraqis among others) with a planned need of USD 85.3 million to support its cash programme activities in 2020 alone. Refugees' socio-economic situation is assessed and scored through UNHCR's Vulnerability Assessment Framework (VAF) to determine their level of need and vulnerability. After their registration, refugees approach UNHCR to request an assessment for eligibility for assistance, or are referred by different units internally due to a change of circumstances (for example a sudden change in health, family composition or other issues). The monthly cash grants are higher for non-Syrian refugees because they have less access to other sources of cash assistance (e.g. WFP food & cash vouchers), and access to services is not the same for all nationalities in Jordan; non-Syrians for example do not have free access to healthcare, education nor access to formal work. The amount of cash given to families is based on a survival minimum expenditure basket (SMEB) calculated by the relevant sector working groups (Basic Needs, Shelter, Food Security, Education, etc) active in Jordan. For anyone who is assessed as no longer eligible for cash, the family will receive three months' notice, which also allows adequate time for any appeal.

Largely due to the legalization of work for Syrian refugees, UNHCR's eligibility for cash assistance changed in 2018 to adopt a 'social assistance/social transfer' definition that identified families who were both poor and non-autonomous (families that do not have the potential to support themselves). The change allowed UNHCR to prioritize families, due in part to concerns of future reductions in funding. In order for UNHCR to meet its protection mandate, it identifies cases that would not be able

to look after themselves if assistance were to be cut. The profile of the population changes on a rolling basis, as over 200 identified cases per month are removed from cash assistance after having been identified with some potential ability to sustain themselves. This removal will cover 5,000 cases. These cases are for now referred to partners for livelihoods support where available.

Those departing for resettlement to a third country, as well as spontaneous returns to Syria are also removed from the cash list on a monthly basis. Currently, there are over 8,000 cases on a “waiting list” whom have been assessed as eligible for support but currently do not receive cash as no “space” is available on the list. Since May 2019, UNHCR has not included additional beneficiaries from the “waiting list” until funding support is clearer.

As of 21 August 2019, the statistics of the cash list and associated waiting list are as follows<sup>18</sup>:

<b>Cash Beneficiaries</b>	<b>Number of Cases</b>
<b>Non-SYR</b>	<b>2497</b>
Female headed	1054
Male headed	1443
<b>SYR</b>	<b>26498</b>
Female headed	13737
Male headed	12761
<b>Grand Total</b>	<b>28995</b>
<b>Waiting List (Syrian)</b>	<b>8098</b>
<b>Female headed</b>	<b>2997</b>
<b>Male headed</b>	<b>5101</b>

Eligibility for the cash list is based on a number of differing factors, given it is not status based (i.e. widows receive cash, or any family with a member with disabilities receives cash), therefore having a family member from a specific category may not mean a family is automatically eligible for cash. However, as an extrapolated indication of vulnerability of families on cash, the families on cash have one or more family member with a serious disability or medical issue.

Coordination among partners providing cash assistance is managed by UNHCR through the Refugee Assistance Information System (RAIS). RAIS is fed with data from UNHCR’s registration system proGres, with daily updates. Fundamentally RAIS allows for partners to identify their beneficiaries and to record the specific assistance that will be provided. RAIS is currently utilised by more than 45 UN agencies and humanitarian iNGOs to inform and coordinate their assistance, with de-duplication at its core.<sup>19</sup>

UNHCR provides assistance through a common distribution platform called the Common Cash Facility (CCF), utilizing two financial service providers, a bank and a mobile wallet provider. All refugees undergo an iris scan upon registration and receive their cash through IRIS-equipped ATMs at Cairo-Amman banking machines. Data captured at the ATM is transmitted by a secure and encrypted network (EyeCloud®) to the UNHCR iris database for verification, thereby eliminating the possibility for fraud, as there are no bankcards associated with the programme<sup>20</sup>. The EyeCloud technology was

<sup>18</sup> The total number of refugees is based on the funding currently available to UNHCR.

<sup>19</sup> Since June 2014, more than 300,000 Home Visits have been recorded on RAIS, and there are over 7 million assistance records corresponding to 1.5 million beneficiaries.

<sup>20</sup> ATM cards are only provided to recipients with eye conditions.

rolled out in early 2016 and it allows refugees to withdraw funds without having to set up an account. This helped reduce the time between beneficiary identification and inclusion into the cash programme as the enrolment step (e.g. opening a bank account at Cairo-Amman Bank) is no longer necessary. UNHCR is also rolling out the use of mobile wallets, to enable minimum levels of financial inclusion for the most vulnerable families. UNHCR Jordan pioneered the CCF as a collaborative, multi-stakeholder approach to the delivery of cash in 2016. The CCF provides a secure, efficient and innovative cash transfer approach and it has reduced costs and duplication. The CCF currently has 26 partners from UN, NGO and Government of Jordan entities.

UNHCR monitors the cash assistance programme through quarterly post-distribution monitoring (PDM), conducted through a third-party company. Information is collected through home visits or phone calls in order to ascertain feedback from refugees regarding protection risks, the impact and outcomes of the cash assistance, and accountability indicators to measure UNHCR performance and refugee satisfaction.

Social transfers are most commonly spent on shelter, with 84% of Syrian families using cash assistance to pay rent. The second most common expenditure item is utilities (43% of families), followed by food (33% of families) then health (26% of families). The remaining categories (transportation, education, hygiene items, and clothing) were cited by less than 6% of families. While 86% of non-Syrian families use cash assistance to pay rent in contrast to Syrian refugees cash assistance for non-Syrians is also vital for food (51% of families), followed by utilities (24% of families), then health (19% of families).

The eventual exit strategy from UNHCR support to basic needs social transfers will be tailored taking these considerations into account, using a phased approach with the long term handover of the core non autonomous group to a potential refugee window as long term aim. It is also expected that the mechanisms piloted through this intervention, on graduation in particular, might support the evolution and expansion of the NAF.

Securing multi-year funding is also key to ensuring that a gradual phase down of beneficiaries can be managed within the right time frame. For this reason, profiling of beneficiaries will also be consistently elaborated, updated and shared to feed a more structured referral system towards livelihood opportunities. The referral system discussed among the three different partners will also have to take into consideration measures to monitor relapse into vulnerability. Refugees will be given ideally at least 3 to 4 months of notice that social transfers from UNHCR would be stopped, and the numbers of families taken off per month would ideally be staggered over a one year to 18 month period.

It is critical that the three proposed partners agencies – UNHCR, UNICEF and ILO - work and develop together a shared understanding of the selection criteria of beneficiaries. Partners will therefore set-up a coordination mechanism to inform the formulation and implementation of the two actions in which the targeting of beneficiaries, amongst others, will be discussed and agreed.

## **Component 2 with ILO and UNICEF**

The National Social Protection Strategy (NSPS) provides an integrated vision and policy agenda for complementarities between social protection and employment interventions. **This intervention will in particular support the NSPS Pillar 1 on opportunities and decent work.**

Building up on the strategic support that ILO and UNICEF currently provide to the GoJ, the two partners will work together to kick off the coordinated and evidence-based implementation of the NSPS, as a conducive platform to accelerate integration of social protection and employment activation interventions for Jordanians and non-Jordanians. The intervention will promote the systems for the implementation of the “Opportunities” pillar 1 of the NSPS, particularly in relation to: a) facilitating access to labour market for refugees, b) extension of social security and c) strengthening of

inspection services. Therefore, the strengthening of the national systems for access to work permits as well as the extension of social security in the informal economy will also be fostered. Those will be supported by the analysis of the main challenges associated with informal employment for nationals and non-nationals as well as the analysis of cost of social security on the private sector. Complementarities with the recently launched National Employment Charter will also be promoted in coordination with the Ministry of Labour<sup>21</sup>.

The establishment of an implementation support unit (ISU) to be hosted at MoSD to support the initial management and coordination of activities related to the NSPS will therefore be a key step for the implementation of the intervention. The unit will comprise civil servant staff, with consultants to be recruited under the scope of the project and with the necessary qualifications to support the departments and agencies involved in the NSPS. The unit will also strengthen inter-institutional cooperation and build capacity at MoSD while creating links and synergies with other relevant stakeholders, among which MoL and MoPIC. The tasks of the unit will be defined in a complementary and bridging way towards the longer term support the EU might provide within the bilateral portfolio (AAP 2020).

Special emphasis will be given to support the Ministry of Labor to introduce focused programs to combat the worst forms of child labour, and intensifying inspection rounds by MOL inspectors. In identified cases of child labour, the Ministry of Labour will be supported to review the situation of the child at the workplace and the Ministry of Education to review the school situation of the targeted child. These ministries representatives will then make a decision on the sustainable withdrawal of the child from work, and determine appropriate interventions (such as cash assistance) or to ensure that the household has sufficient income to meet its basic needs through the employment of an adult. The programme will also serve children that are vulnerable to child labour. Another key aspect that will be taken into consideration is the importance of ensuring effective and equitable access for women to social protection as a cornerstone for gender equality. The gender gap in economic activity rates and unemployment rates in Jordan is well known, while the reasons for this are multidimensional, greater vulnerability to loss of income plays a major role in accounting for women's risk of falling into or becoming trapped in poverty and subject to other social vulnerabilities. The NSPS advocates to introducing programs directed at increasing the economic participation of poor women, especially since the economic participation of woman-headed households is very low, pointing to labor disincentive built in the current social assistance system as one of the barriers.

In order to facilitate the transition of refugees who can work to the labour market, the intervention will promote, through a partnership between ILO and UNICEF, an holistic approach that tackles supply-side interventions (skills training, job search and placement support, etc.), combined with soft-skills training mentoring and encouragement, with demand-side interventions which will include private sector engagement, increase spending on youth employment (Active Labour Market Programmes), and access to credit and market. So far, the list of refugees taken off the cash assistance was shared informally with members of the UNHCR coordinated Livelihood group, with no systematic follow-up. At the same time, partly with EU support, the ILO is running a network of 13 Employment Service Centres (ESCs), and an online platform for job matching. Generic services to job-seekers include registration, some direct counselling, referral to trainings, and placement in jobs. Services to employers include coaching in preparation of job descriptions, and placement. So far, 10,000 persons have been placed in jobs including 35% women through this network of ESCs. Also, UNICEF Jordan has been focusing on supporting the employability and economic engagement of youth in Jordan by implementing the national Pathways to Youth Engagement 2018-2022 strategy. This entails five approaches to achieving employability, which are underpinned by mentoring and coaching, with the expectation to improve three key outcomes for young people: transferable skills building, engagement and employment.

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<sup>21</sup> A National Employment Charter was launched at the end of September 2019 to focus in developing solutions to alleviate the problem of unemployment in Jordan.

On the Jordanian side, 129,000 Jordanians have been identified as eligible to the National Aid Fund, and only 25,000 of them are actually receiving support. There is also therefore an urgent need to provide sustainable solutions to NAF eligible households in order to (a) graduate NAF recipients who can work to formal jobs and sustainable livelihoods; (b) reduce the waiting list for the NAF by proposing alternatives to it for those in the waiting list.

Considering the above context, there is also a need to conduct strong diagnostics to design interventions for low-income groups or areas. The Employment Service Centres are already partially funded by the EU and the EUTF intervention will allow for (a) hiring additional staffs to cope with the increased number of job seekers; (b) provide more intense services for this category that is particularly vulnerable; (c) establish a systematic referral system with individualised follow-up to ensure a good transition of vulnerable Syrians and Jordanians to sustainable solutions.

It is therefore proposed to refer the estimated 12,000 vulnerable persons (50% Jordanians and 50% Syrians) taken off the UNHCR cash assistance and the NAF eligibility group, including in both cases waiting lists, to a systematic package of services particularly tailored to their needs, based on the online platform and the 13 employment service centres of the ILO, and some services provided by UNICEF and other agencies that participate in the livelihood group. Partners in consultation with key stakeholders will assess and establish together criteria for the selection of beneficiaries. It is expected that 10 -12% of these will be young people between the ages of 18-24, whom will be supported with a comprehensive package of training and on the job training opportunities, mentoring and coaching, to further support a successful transition of these most vulnerable group towards employment. Moreover, to be noted is that 60% of the beneficiaries that will be reached with services will be women, and no less than 40% will actually benefit of the programme by securing a sustainable and decent job. It is also expected that no less than 5% of beneficiaries securing a job will be Persons with Disabilities.

At the end of the project, at least 6,000 vulnerable Syrians and 6,000 vulnerable Jordanians will have been targeted and enabled to access jobs through intensified support on skills training and job matching services. The assessment and the graduation services will be offered to these beneficiaries even before they are taken off cash assistance. It is expected that 50% of them will effectively graduate to sustainable jobs.

**3.3. Risks and assumptions**

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
Insufficient involvement of concerned Government Ministries and Departments and ownership to promote the national social protection programme, reflecting the inclusiveness of all vulnerabilities.	L	Close coordination and involvement of MoPIC, MoSD and MoL
New initiatives and laws are approved by the GoJ limiting the opportunities for non-Jordanians to enter the formal labour market	M	Close coordination with MoL and MoPIC together with other donors
Substantial delays in the GoJ approval process of the projects.	M	Close coordination and involvement of MoPIC, MoSD and MoL to start a timely approval process through the MoPIC Jordan Response Information System for the Syria Crisis (JORISS system) and line Ministries approval too

Consistent shortage of funding to UNHCR from other donors during the transitional phase to promote the graduation approach and reduce the caseload of refugees assisted.	L	Continue regular coordination of the donor group
<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>• The National Social Protection Strategy remains high priority, including the GoJ commitment to policy dialogue on necessary long-term reforms;</li> <li>• The GoJ focus on engaging with all relevant Ministries (e.g. MoSD, MoL, MoPIC but also NAF and possibly Ministry of Health) in the policy component of the programme;</li> <li>• The commitment of donors and key stakeholders to coordinate activities in the social protection sphere is regularly maintained;</li> <li>• Improved access to decent work by Syrian refugees is carried forward based on the Jordan Compact and Brussels meetings;</li> <li>• The situation of refugees does not worsen for unexpected economic shocks.</li> </ul>		

### 3.4. Cross-cutting issues

A number of cross cutting issues have been identified:

**Gender equality** is a key aspect to take into consideration for ensuring an effective and equitable access for women and children to social protection. The gender gap in economic activity rates and unemployment rates in Jordan is well known; while the reasons for this are multidimensional, greater vulnerability to loss of income plays a major role in accounting for women’s risk of falling into or becoming trapped in poverty and subject to other social vulnerabilities. The intervention will therefore support socio-economically vulnerable households, with the objective of reducing vulnerability and increasing resilience of all household members, with a particular focus on women and girls, especially in case of female headed households.

**Conflict sensitivity** will be addressed through enhanced communication, addressing perceptions about the unequal treatment and provision of benefits between refugees and host populations. Furthermore, the Government of Jordan will benefit through the improved provision of social assistance to its own population. While a longer-term objective, the reduction of inequality can result in greater political stability.

**Transparency and accountability** will be addressed through the support for the operationalisation of the National Social Protection Social Strategy (NSPS). Social protection services, particularly amongst women and children, are delivered through a rights-based approach; the accountability of duty bearers will be enhanced by providing enhanced information on available social protection and employment activation services and on mechanisms to access them.

### 3.5. Stakeholders

The primary stakeholders of this proposed action are:

- EU Member States and other donors contributing to social assistance and social protection in Jordan. In particular DE, NL, US, the World Bank, DfID;
- Relevant Ministries and authorities, including MoSD, NAF, MoH, MoL, MoPIC.
- The Livelihood working group in Jordan, chaired by UNHCR and the Danish Refugee Council.



- Direct beneficiaries of the Action are Syrian refugees and, to a minor extent, non-Syrian refugees – e.g. Yemenis and Iraqis, but excluded Palestinians (even if fleeing Syria) who are taken care of by UNRWA by mandate, and vulnerable Jordanian population benefiting from social protection services.
- Private sector representatives and companies.

### **3.6. Contribution to SDGs**

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 1: “*End poverty in all its forms everywhere*” (1.3), while also contributing to SDG 8: “*Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*” (8.5). Providing social protection access to all, including for groups traditionally marginalized and/or discriminated against by national systems is key to fulfilling the pledge of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs) to leave no-one behind and reach the furthest behind.

### **3.7. Intervention Logic**

The overall objective of the intervention is to strengthen the self-reliance of the most vulnerable refugees, Syrians in particular, as well as host communities, towards the establishment of an inclusive national social protection system.

With this intervention the EU Syria Trust Fund will therefore contribute to the self-reliance of vulnerable people supporting cash assistance to refugees through a multiyear approach that, while promoting their profiling and case referral to livelihood opportunities will help reducing by time the caseload to the most fragile cases. While building up the model for referral, opportunities for graduation from poverty will also be provided for vulnerable Jordanians. This will be coupled with the operationalisation of the National Social Protection Strategy (NSPS) 2019-2025 with the scope to coordinate and create a platform to accelerate the integration of social protection and employment activation interventions to the benefit of all vulnerable.

## **4. IMPLEMENTATION ISSUES**

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

In order to implement this action, it is not foreseen to conclude a financing agreement with the Government of the partner countries.

### **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 36 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. Indirect management with entrusted entities such as UNCHR, ILO and UNICEF.

This action may be implemented in indirect management (FR 2018/1046, Art. 62.1.(c)(ii) with the United Nations High Commissioner for Refugees (UNHCR) for Specific Objective 1 and with the International Labour Organization (ILO) together with the United Nations Children's Fund (UNICEF) for Specific Objective 2. The implementation entails activities related to two specific objectives:

SO1. Support the graduation from cash assistance through improved profiling to better define the vulnerability caseload of refugees and increase opportunities for long-term resilience for both refugees and vulnerable Jordanians.

SO2. Establishment of mechanisms for the implementation and coordination of the National Social Protection Strategy, with the scope to promote more sustainable livelihoods opportunities and create national employment and social protection interventions.

The envisaged entities have been selected using the following criteria:

1. UNHCR by mandate protects refugees, forcibly displaced communities and stateless people, and assists in their voluntary repatriation, local integration or resettlement to a third country. In Jordan, UNHCR has been providing regular basic needs social transfers for over ten years and has gained a very solid experience in managing one of the largest and most innovative humanitarian cash based interventions programmes. UNHCR is also the only entity legally in charge of the registration and documentation of refugees and therefore their role in profiling the skills and potential of the refugees benefiting of assistance is critical for advancing on the graduation exercise proposed with this intervention. Moreover, the other donors contributing to funding yearly cash assistance to UNHCR will also benefit from the profiling exercise.

2. UNICEF and ILO by mandate promote policies and provide assistance to countries to help extend adequate levels of social protection to all members of society, in particular children for UNICEF. Both agencies have extensive experience in Jordan in working on social protection and employment opportunities, and both of them have been taking leading roles in coordinating and providing technical assistance in the long term to the relevant institutional stakeholders, MoSD and MoL in particular. They have been both instrumental in the elaboration of the National Social Protection Strategy. Moreover, in Jordan UNICEF, within the UN Country Team, has been assigned the role of coordinating the social protection efforts moving forward with the development agenda.

### 4.4. Indicative budget

COMPONENT	EU contribution (amount in EUR)
Objective 1: Indirect management with UNHCR	45,000,000 €
Objective 2: Indirect management with ILO and UNICEF	14,000,000 €
<b>Total</b>	<b>59,000,000 €</b>

*Costs for monitoring, evaluation, communication and visibility shall be included in the projects' budgets an included in each contract.*

#### **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 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. The amount dedicated in the budget for external *Evaluation and Audit* purposes is EUR. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission’s dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

#### **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 Member 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** (max. 2 pages)

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).

	<b>Results chain: Main expected results (maximum 10) Reference overarching framework – sector objectives</b>	<b>Indicators (All indicators targeting individual beneficiaries should be disaggregated by sex and community of origins)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Impact (Overall objective)</b>	To strengthen the self-reliance of the most vulnerable refugees, Syrians in particular, as well as host communities, towards the establishment of an inclusive national social protection system.	Proportion of population below the international poverty line, by sex, age, employment status and geographical location (urban/rural) (SDG 1.1.1.)  Unemployment rate, by sex, age and persons with disabilities (SDG 8.5.1.)	Final projects but also partners' country reports.  Programmes and donors Evaluations.  GoJ official statistics	<i>Not applicable</i>
<b>Outcome(s) (Specific Objective(s))</b>	Outcome 1. Employability prospects among targeted vulnerable population has improved  Outcome 2. Productive capacity capacities of target groups is strengthened	1.1 Number of individuals enrolled/who graduated in cash for work and/or employments programs (EUTF RF 12) 2.1. Number of job opportunities promoted by the EUTF (EUTF RF 9) for graduation purposes	UNICEF ILO and UNCHR snapshots on cash assistance and social protection  External monitoring and evaluations, ROM reports, contracts progress/final reports, QINs.	The National Social Protection Strategy remains high priority, including the GoJ commitment to policy dialogue on necessary long-term reforms.  The commitment of donors and key stakeholders to coordinate activities in the social protection sphere is regularly maintained.  The situation of refugees does not worsen for unexpected economic shocks.

	<b>Results chain: Main expected results (maximum 10) Reference overarching framework – sector objectives</b>	<b>Indicators (All indicators targeting individual beneficiaries should be disaggregated by sex and community of origins)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Other Results (Outputs and/or Short-term Outcomes)</b>	<p><b>Outputs:</b></p> <p>1.1 Access to cash transfer provided to refugee families, starting with a caseload of 32,500 families per year, aiming at supporting at the end of the project a residual population of the most vulnerable among the vulnerable cases</p> <p>1.2 Improved profiling of refugees and referral strategy towards livelihood opportunities</p> <p>2.1 Access to skills training and job opportunities to 12,000 people in vulnerable situation</p> <p>2.2 Employment based social protection schemes are piloted</p> <p>2.3 Referral pathways between existing social protection schemes and employment are assessed to support the identification of models to be implemented, with a particular focus on refugee workers and vulnerable Jordanians that lack access to essential social services</p> <p>2.4 Enhanced coordination, integrated planning and monitoring of government-wide efforts in the social protection and employment sector are promoted</p>	<p>1.1.1 Number individuals receiving cash assistance (EUTF RF 12)</p> <p>1.1.2 Number of vulnerability caseload assessed/produced</p> <p>1.2.1 Number of profiling reports produced, updated and shared for graduation purposes</p> <p>1.2.2 Number of people referred to employment opportunities</p> <p>2.1.1 Number of job opportunities promoted by the EUTF disaggregated by sex and age and nationality (EUTF RF 9)</p> <p>2.1.2 Number of beneficiaries who accessed skills training and job matching services</p> <p>2.2.1 Syrian refugees and host communities participating in employability, vocational and entrepreneurial skills training programme (EUTF RF 10)</p> <p>2.4.1 Number of tools created and owned by the GoJ to support the graduation exercise but also access social protection services</p> <p>2.4.2 Number of analytical reports on social protection services produced and shared by partners (EUTF RF 43)</p>	<p>Mid-term evaluations, progress reports, ROM reports, QINs,</p>	<p>The GoJ focus on engaging with all relevant Ministries (e.g. MoSD, MoL, MoPIC but also NAF and possibly Ministry of Health) in the policy component of the programme.</p> <p>Improved access to decent work by Syrian refugees is carried forward based on the Jordan Compact and Brussels meetings.</p>