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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**  
**ANNEX II**

to the Commission Implementing Decision on the Special Measure in favour of the Hashemite Kingdom of Jordan and support for durable solutions for refugees from Syria for 2024

**Action Document for EU Support to Social Inclusion in Jordan (phase 2), and for durable solutions for refugees from Syria, including safe, voluntary and dignified return**

**ANNUAL SPECIAL MEASURE**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan/measure in the sense of Article 23(4) of NDICI-Global Europe Regulation.

**1. SYNOPSIS**

**1.1. Action Summary Table**

<b>1. Title</b> <b>OPSYS</b> <b>Basic Act</b>	EU Support to Social Inclusion in Jordan (Phase 2), and for durable solutions for refugees from Syria, incl. safe, voluntary and dignified return Special Measure in favour of the Hashemite Kingdom of Jordan and support for durable solutions for refugees from Syria for 2024. OPSYS business reference ACT-62601 ABAC Commitment level 1 number: JAD.1413972 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
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<b>2. Economic and Investment Plan (EIP)</b>	No			
<b>EIP Flagship</b>	No			
<b>3. Team Europe Initiative</b>	No			
<b>4. Beneficiar(y)/(ies) of the action</b>	The action shall be carried out in The Hashemite Kingdom of Jordan and in Syria			
<b>5. Programming document</b>	N/A			
<b>6. Link with relevant MIP(s) objectives / expected results</b>	N/A			
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>				
<b>7. Priority Area(s), sectors</b>	Social protection (160)			
<b>8. Sustainable Development Goals (SDGs)</b>	Main SDG: 1 End poverty in all its forms everywhere Other significant SDGs: SDG 10 (reduced inequalities within and among countries); SDG 8 (decent work and economic growth); SDG 5 (gender equality)			
<b>9. DAC code(s)</b>	16010 – social protection – 100%			
<b>10. Main Delivery Channel</b>	UN Entities – 41100			
<b>11. Targets</b>	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Human Rights, Democracy and Governance			
<b>12. Markers (from DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>

	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>13. Internal markers and Tags</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	EIP	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	EIP Flagship	<div>YES</div> <div><input type="checkbox"/></div> <div>NO</div> <div><input checked="" type="checkbox"/></div>		
	Tags	<div>YES</div> <div>NO</div>		
	transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	environment, climate resilience	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	economic development (incl.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

private sector, trade and macroeconomic support)			
human development (incl. human capital and youth)	<input checked="" type="checkbox"/>		<input type="checkbox"/>
health resilience	<input type="checkbox"/>		<input checked="" type="checkbox"/>
migration and mobility	<input checked="" type="checkbox"/>		<input type="checkbox"/>
agriculture, food security and rural development	<input type="checkbox"/>		<input checked="" type="checkbox"/>
rule of law, governance and public administration reform	<input type="checkbox"/>		<input checked="" type="checkbox"/>
other	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Digitalisation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tags	YES		NO
digital connectivity	<input type="checkbox"/>		<input checked="" type="checkbox"/>
digital governance	<input type="checkbox"/>		<input checked="" type="checkbox"/>
digital entrepreneurship	<input type="checkbox"/>		<input checked="" type="checkbox"/>
digital skills/literacy	<input type="checkbox"/>		<input checked="" type="checkbox"/>
digital services	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tags	YES		NO
digital connectivity	<input type="checkbox"/>		<input checked="" type="checkbox"/>
energy	<input type="checkbox"/>		<input checked="" type="checkbox"/>
transport	<input type="checkbox"/>		<input checked="" type="checkbox"/>
health	<input type="checkbox"/>		<input checked="" type="checkbox"/>
education and research	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

	Reduction of Inequalities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>14. Amounts concerned</b>	Budget line(s) (article, item): 14.020110 Southern Neighbourhood Total estimated cost: EUR 35 000 000.00  Total amount of EU budget contribution: EUR 35 000 000.00			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>15. Implementation modalities (management mode and delivery methods)</b>	Indirect management with pillar assessed entities (United Nations High Commissioner for Refugees (UNHCR) and World Food Programme (WFP)).			

## 1.2. Summary of the Action

The Hashemite Kingdom of Jordan adopted in 2019 a comprehensive and ambitious National Social Protection Strategy (NSPS 2019-2025)<sup>1</sup> that sits on three pillars: Social Assistance (Dignity pillar), Decent Work and Social Security (Opportunity pillar) and Social Services (Empowerment pillar). Although refugees are not formally included in this strategy, they can in practice access many services at community centres across the country (Empowerment pillar); social assistance (dignity pillar) is currently provided through parallel systems for Jordanians, by the government of Jordan, and for refugees, by the international community.

Building on previous and ongoing EU actions in social protection in Jordan, the current action proposes a two-pronged strategy that will increase refugee self-reliance through employment while continuing social safety net support to the most vulnerable among the refugee population—i.e., those that are not able to work due to age, disability, severe medical conditions, caregiving responsibilities for such persons, etc.—as a social protection measure. Both components of this strategy will build upon and complement the national policies, protocols, and priorities for greater sustainability and social cohesion. In addition to that, the action

<sup>1</sup> <https://www.unicef.org/jordan/media/2676/file/NSPS.pdf>

will prepare for durable solutions, including for a safe, voluntary and dignified return to Syria, as defined by UNHCR. This will include addressing obstacles currently limiting the possibilities to return for those who wish to do so. Inter alia, this will be done by facilitating access to civil documentation and addressing the increasing indebtedness of refugees. Both documentation and a clean financial record are pre-requisites to those refugees who voluntarily wish to depart from Jordan.

The Overall Objective / Impact of this action is to **increase refugees' capacity for self-reliance while decreasing need for humanitarian assistance for refugees** to meet their most basic needs.

The Specific Objectives / Outcomes of this action are to:

1. Enhance the effectiveness of the social protection cash assistance model for refugees complementing national policies and systems;
2. Enhance self-reliance of refugees and vulnerable Jordanians with the highest employment potential.
3. Enhance durable solutions for refugees from Syria, including **preparedness for a safe, voluntary and dignified return as defined by UNHCR**.

As part of the regional response to the Syria Crisis, the programme is directly linked to the priorities identified in the “Multiannual Indicative Programme” (MIP) for Jordan for 2021-2027<sup>2</sup>, especially priority 3, “Investing in Human Development and Employability”, as well as to the multi-country “Migration Programme for the Southern Neighbourhood”, specifically support to displaced people. The action is in line with the Partnership Priorities 2021-2027<sup>3</sup> in which the EU and Jordan reaffirmed their commitment to provide assistance and effective protection to all refugees in Jordan and to developing a targeted and comprehensive social protection system that will ultimately strengthen Jordan's resilience. In addition, the proposed intervention is aligned to at least two policy areas identified in the New Agenda for the Mediterranean and its Economic and Investment Plan, namely on resilience and prosperity for what concerns creation of equal economic opportunities for all and on migration and mobility<sup>4</sup>. This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 1 (No

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<sup>2</sup> C(2022)3821

<sup>3</sup> UE-RHJ 3304/22 ADD 1

<sup>4</sup> Joint Communication ‘A Renewed Partnership with the Southern Neighbourhood - a New Agenda for the Mediterranean’ – JOIN(2021)2 final of 09/02/2021

poverty), SDG 8 (Decent work and economic growth) and SDG 10 (Reduced inequalities) as well as SDG 5 (Gender Equality) through support to female refugees and female-headed refugee households.

### 1.3. Beneficiaries of the action

The Action shall be carried out in the Hashemite Kingdom of Jordan and in Syria.

## 2. RATIONALE

### 2.1. Context

In the last two decades, Jordan has been affected by successive external shocks, including the world financial crisis of 2007/2008, the start of the “Syrian refugee crisis” in 2011/2012, and the discontinuation of its traditional trade relations with neighbouring Syria and Iraq, the COVID-19 pandemic in 2020, the Russian war of aggression against Ukraine since 2022 and currently the impact on Jordan of the escalation of violence in Israel and the Palestinian territories since October 2023. Such shocks have hindered economic growth (GDP growth plummeting from 8.6 percent in 2008 to 2.2 percent in 2021), impeded international and local investments, hampered job creation and led to increased unemployment (from 13% of the labour force in 2005 to 23% in 2021) and poverty amongst Jordanians (from 14.4% of the population in 2010 to 15.7% in 2019)<sup>5</sup>. Amongst UNHCR-registered Syrian refugees, who represent a population of about 624,499<sup>6</sup> persons today, poverty rates remain high at about 78% in 2019 (down from 96% in 2015). The total number of Syrians living in Jordan is estimated at around 1.36 million. They make up about 12.3% of the total population in Jordan and an overwhelming majority of them is living outside of camps<sup>7</sup>. This worsening socioeconomic context has led refugees and vulnerable Jordanians to resort to negative coping strategies, thereby increasing reliance on cash distribution mechanisms and social security systems and undermining capacities for self-reliance.

At the centre of the EU’s priorities is the **humanitarian-development nexus to advance self-reliance strategies** that lay the path towards more sustainable solutions to displacement. This strategy reflects the EU’s geopolitical priorities as formulated in the “Joint Communication on a Renewed Partnership with the

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<sup>5</sup> UNICEF, *Geographic Multidimensional Vulnerability Analysis – Jordan*, 2020, <https://www.unicef.org/jordan/Geographic-Multidimensional-Vulnerability-Analysis>

<sup>6</sup> February 2023

<sup>7</sup> Only 20% of official UNHCR-registered Syrian refugees live in camps.

Southern Neighbourhood – a New Agenda for the Mediterranean<sup>8</sup>”, the annexed Economic and Investment Plan<sup>9</sup> and related Council Conclusions<sup>10</sup>, as well as international responsibility-sharing with regards to hosting refugees, equally reflected in the EU policy framework<sup>11</sup>.

The **Jordan Compact**<sup>12</sup> builds on the **Jordan 2025 national vision and strategy**, the national blueprint for a ten-year economic development path. While prospects of return remain uncertain, which necessitates a continued effort towards providing humanitarian-type of assistance, such as food and cash aid to the most vulnerable, the effectiveness and efficiency of the Syria Response in Jordan is also closely linked to development in Jordan. Self-reliance of vulnerable groups stands with access to decent jobs that in turn rely on a vibrant and strong private sector-driven economy. This is also emphasised in the **Multi-annual Indicative Programme (MIP) 2021-2027**<sup>13</sup> for Jordan and in full adherence with the priorities of the Commission: “Alliances for Sustainable Growth and Jobs”, and “Migration Partnerships”.

Since the signing of the Jordan Compact in 2016<sup>14</sup>, Jordan has taken exceptional incentive measures to facilitate the access of Syrian refugees to the formal labour market (free and flexible work permits, decent cash-for-work programmes etc.); the total number of Syrian refugee workers issued with a work permit has increased from 36,790 in 2016 to 90,152 in 2023 as per the GoJ available data. Unfortunately, only a small number of those work permits is linked to registration with the Social Security Corporation (SSC). In late 2023, GoJ announced the end of the system<sup>15</sup> whereby work permits and social security contributions for refugee employees were subsidized by the Government, which will likely make formal employment less

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<sup>8</sup> Joint Communication ‘A Renewed Partnership with the Southern Neighbourhood - a New Agenda for the Mediterranean’ – JOIN(2021)2 final of 09/02/2021

<sup>9</sup> SWD(2021) 23 final

<sup>10</sup> <https://data.consilium.europa.eu/doc/document/ST-7931-2021-INIT/en/pdf>.

<sup>11</sup> Lives in Dignity communication; Migration and Asylum Pact

<sup>12</sup> EU-Jordan Compact 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 adopted diverse measures to facilitate social and economic inclusion of Syrian refugees.

<sup>13</sup> C(2022)3821

<sup>14</sup> By virtue of the Compact, Jordan was to formalize the employment of some 200,000 workers (based on a rough estimate of Syrian workers) in sectors earmarked for migrant workers in exchange for increased international investments, simplified access of Jordanian exportations to the EU market and access to multi-year grants and concessional loans.

<sup>15</sup> The end of a World-Bank concessional loan that subsidized work permits for Syrians by the end of 2023 effectively ends the system of reduced fees for work permits; the Government of Jordan has confirmed that Syrians can still apply for work permits at a reduced cost until mid-2024. For Syrians working in factories benefitting from the Simplified Rules of Origin scheme, the reduced costs for work permits apply until December 2024. In parallel, Syrians will be required to pay full contributions to the Social Security Corporation (contrary to earlier arrangements that allowed them the choice to pay only partial contributions).



attractive to refugees and thus increase reliance on informal economy as well as on cash and food assistance programmes.

In line with **EU-Jordan Partnership Priorities until 2027**<sup>16</sup>, the EU is a major contributor to the social protection sector in Jordan. Under the **Multi-annual Indicative Programme (MIP) 2021-2027 priority 3 “Support to Human Development”**, the EU supports the enhancement of Jordan’s comprehensive social protection system, through contributory and non-contributory schemes and linkages with the economic empowerment of vulnerable people, including refugees. In addition to the support to the implementation of the National Social Protection Strategy (NSPS) 2019-2025 (including through a parallel programme proposed under the Annual Action Programme 2024), considerable EU support goes to the economic empowerment of the National Aid Fund (NAF) beneficiaries towards a durable transition from cash assistance to employment. In 2022, the EU adopted a EUR 20 million programme to support skills development and employment opportunities for Syrian refugees in Jordan, while in 2023, the EU adopted phase 1 of the current proposal with an allocation for cash transfers to the most vulnerable refugees and support to a sustainable future for social care centres in host communities. The vulnerable situation and living conditions of refugees necessitates continued EU support and assistance.

Multiple partners work in the fields of livelihoods and social protection in Jordan and the EU co-chairs the partners working group since 2023. The most significant current initiatives include UNHCR that covers basic needs, through its unconditional multipurpose cash assistance programme<sup>17</sup> that operates with refugee-owned mobile wallets. Similarly, the World Food Programme (WFP) provides cash for food assistance that can be used in the forms of mobile money, accessible at ATMs or in designated supermarkets inside refugee camps. In 2022, WFP and UNHCR launched an ambitious census-based “skills mapping” data collection<sup>18</sup> exercise targeting all the registered refugees in Jordan. These final data sets will be used to develop a systematic referral mechanism that will, based on the skills’ requirements of the private sector and on-going

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<sup>16</sup> <https://data.consilium.europa.eu/doc/document/ST-3304-2022-ADD-1/en/pdf>

<sup>17</sup> Targeting is done through vulnerability assessments to reach the very poor with limited to no capacity for self-sufficiency and who have a high dependency ratio. In terms of numbers, 30,000 families living outside of camps receive this assistance every month (around 120,000 people) and 24,000 families living in camps (around 110,000 people). UNHCR is working on a strategy to improve the enabling environment for refugees to become more self-sufficient and is also looking to further align its vulnerability criteria with NAF’s through a pilot approach. The delivery of cash through e-wallets is promoting the financial literacy/inclusion of refugees (e.g., transaction history for credit, money management skills, bill paying).

<sup>18</sup> The initial phase of data collection was concluded in 2023 with the collection of data on 65,000 working age refugees (beneficiaries of both WFP and UNHCR cash assistance). Data collection on an additional 70,000 working age refugees will be completed in early 2024. In parallel, in 2023 WFP and the National Aid Fund (NAF) conducted a similar data collection exercise for the working age Jordanians receiving social safety nets assistance by the Government of Jordan through the Unified Cash Transfer (UCT) programme. The data collection was completed in late 2023, and preliminary analysis conducted early 2024.

livelihood/resilience programmes, link work-able, and work-ready refugees and vulnerable Jordanians with income-generating opportunities in the formal economy<sup>19</sup>.

Overall, the activities under the proposed programme include cash transfers to the most vulnerable Syrian refugees as well as efforts to explore in more depth possibilities for self-reliance of Syrian refugees within the context of the Jordanian legal framework, incl. the resolution of indebtedness and legal documentation which are necessary for those who chose to voluntarily depart from Jordan. This will allow them to contribute positively to the socio-economic fabric of Jordan.

## 2.2. Problem Analysis

Cash assistance support (in cash or in-kind) remains a lifeline for persons identified as vulnerable during the bi-annual Vulnerability Assessment Framework<sup>20</sup> (VAF) population surveys based on observable criteria, such as insufficient income and level of expenditure (below poverty line); the number of dependents and of disabilities in the household; the gender, health, education and marital status of the head of household, and household coping strategies. Of particular concern are those refugee households (about 65% of recipients of UNHCR cash assistance) with no or few members able to engage in durable gainful employment, due to (compounded) vulnerabilities (e.g. age, disability, lack of/sufficient income, lack of childcare support, etc.). However, as mentioned by the 2022 VAF Report<sup>21</sup> for refugees living in host communities, the amount of assistance provided by UNHCR to cover the cost of rent, water and utilities bills (on average 180 JOD/225 EUR per family) ranges at around 70% of the minimum survival expenditure basket, resulting in the adoption of negative coping strategies (child labour, debts, reduction of food and medical expenses etc.). Refugees in communities remain heavily indebted, reporting average accumulated debt of 1,348 JOD, approximately six times higher than their average monthly incomes, and close to double the level of debt incurred by refugees living in camps (on average 969 JOD in Zaatari, and 838 JOD in Azraq) (VAF, 2024). A portion of debt are fines incurred by the retroactive application of social security dues. Recent reductions

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<sup>19</sup> Towards the end of 2023 and early 2024, WFP has also initiated two evidence generating studies aimed at (i) analysing the potential economic impact of Syrian refugees workforce on the Jordanian economy and determine the incentives to further stimulate its absorption (study conducted by the Boston Consulting Group) and (ii) comparing refugees workforce with migrants workforce in the open sectors (study conducted by Oxford University). Both studies will support WFP, UNHCR and relevant international partners in building the evidence towards maintaining refugee employment's rates at current rates and/or expanding whenever there is a potential for economic growth, without impacting Jordanian workers and within the governing legal framework of Jordan.

<sup>20</sup> Set of 70 indicators collected by UNHCR through home visits and Focus Group Discussions.

<sup>21</sup> UNHCR (2022). *Verification Assessment Framework: Population Survey of Refugees Living in Host Communities*. Jordan. <https://data.unhcr.org/en/documents/details/93754>

in the UNHCR and WFP allocations given to refugees (due to reduced donor funding for UN agencies have exacerbated the recourse to negative coping strategies.

Therefore, cash assistance may be blended with other elements to improve self-resilience, including vocational training and livelihood opportunities, awareness raising sessions or support through case management and individual psychosocial support<sup>22</sup>. Recent developments in the cash assistance programmes have shown more focus on improving the effectiveness of targeting oriented towards harmonization of vulnerability criteria between the UNHCR, WFP and the NAF, financial inclusion (e-wallets), the joint WFP-UNHCR skills mapping exercise and making the link with graduation programmes. Such developments are facing a set of challenges, namely, decreasing international funding for cash assistance despite growing needs and limited access to the local labour market for refugees. Furthermore, many vulnerable refugees prefer operating in the informal labour market, mainly because of the scarcity of decent jobs and fear that formalization jeopardizes entitlements such as cash assistance or resettlement. The social security trench system cancellation and the rising price of work permits in 2024 have further exacerbated the issue.

The conflict in Gaza has aggravated the situation in the Middle East, impacting the Jordanian economy and the most vulnerable and as such the cash assistance, in particular, remains a vital component of the EU action on social inclusion. Regional instability and perceived donor fatigue have also prompted Jordan to increasingly use the rhetoric of returns. And while en masse returns are currently still not a viable option due to protection, safety, social protection and livelihood concerns in Syria, confirmed by the UN and other bodies' assessments and reports<sup>23</sup>, the stakeholders, including UNHCR and Government of Jordan, do assist with refugees' voluntary departures from Jordan. A yearly average of 4,100 returnees have been recorded by UNHCR. It remains unclear where refugees return to inside Syria, whether they remain in Syria or use

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<sup>22</sup> UNHCR, *Guidelines on Cash for Protection Programming in Jordan*

<sup>23</sup> A non-extensive list of recent assessments and reports: Amnesty International Reports; European Parliament's Recommendation A9-0041/2024; BTI Syria Country Report (2024); European Union Agency for Asylum Country Guidance: Syria (April 2024); International Court of Justice Order Application of the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (November 2023); Human Rights Watch multiple reports; IRC Syria Multi-Sector Needs Assessment 2024 (March 2024); Médecins Sans Frontières Report Inadequate water and sanitation pose health threats in Syria (2023); Security Council's 9668<sup>th</sup> Meeting SC/15744 (report by the Deputy Special Envoy of the Secretary-General for Syria); UNHCR Regional Refugee & Resilience Plan, Regional Strategic Overview 2023; UN OCHA Syrian Arab Republic: Humanitarian Access Severity Overview (March 2024); EU Strategy on Syria (3 April 2017); Voices for Syria's reports, RDDP supported research body.

different channels for onward movements, due to limited access and monitoring capacities inside Syria, including by UNHCR.

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

- **Ministry of Planning and International Cooperation (MOPIC):** 1) Holds overall responsibility for the coordination of the Syria response (Jordan Response Plan); 2) Works as a liaison between donors and international organisations, and the ministries and government institutions.
- **Ministry of Social Development (MoSD):** responsible for facilitating the policy dialogue and the co-ordination of social protection policies. MoSD is the lead Ministry in the implementation of the National Protection Strategy (2019-2025) that focuses on the durable economic self-sufficiency of all Jordanians through access to the labour market; empowerment through trainings, health care and extended health insurance, and social services; and better targeted social assistance for the most vulnerable<sup>24</sup>. The current NSPS mentions in a footnote that refugees will be integrated under the next National Social Protection Strategy (2025-2030); at present, refugees are practically already covered under the NSPS in the Empowerment pillar (through access to social services) and the Opportunity pillar (through employment).
- **National Aid Fund (NAF):** under the tutorship of the board of directors, the NAF is responsible for the social assistance programmes for the most vulnerable segments of the Jordanian population. NAF's forward looking priorities are unifying programmes (based on vulnerability/multidimensional poverty index) and economic empowerment/graduation.
- **UN partners (UNHCR, WFP):** provide under their respective mandates the technical support to government institutions.
- **Civil society organisations (CSOs)** and International Non-Governmental Organisations (INGOs) provide the most vulnerable people and refugees with services for social protection and inclusion.
- **Refugees and host communities.** The final beneficiaries are also considered as a stakeholder and will be consulted to ensure this action is adapted to their needs. In particular, refugee engagement and roles in camp management and assistance delivery – both in and out of camps – is seen as critical.
- **International partners:** the number of actors in the social protection sector is relatively high, making donor coordination a major endeavour. The Social Protection Partners Coordination Group (SPPG), which meets quarterly, was established with EU chairmanship initially and then passed on

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<sup>24</sup> <https://www.unicef.org/jordan/media/2676/file/NSPS.pdf>

to the Netherlands and the UK in February 2021. The EU has taken up co-chairmanship of the group in 2023 together with ILO.

### 2.3. Lessons Learned

**The Outcome Evaluation of EUTF 2014 – 2021** (April 2023) identified a number of factors that have negatively influenced the achievement of outcomes of the EUTF and undermines the sustainability of the support provided. These include the legal restrictions for refugees accessing the labour market and benefitting from related services, the lack of national institutions' capacities and resources for appropriation, or the use of parallel systems for the social protection of refugees and national citizens. The key guiding principle in EU actions should be to embed support in government institutional structures, which is conducive for a continued provision of services. Further investments are needed in programmes that integrate protection with livelihoods interventions, either in integrated programming or through specific graduation models. Also, investing in the quality of services to have a strong system in place and to better monitor the services provided was cited as important.

**UNHCR ROM (December 2021):** Concluded that UNHCR has a consolidated experience in implementing social safety net programmes in Jordan<sup>25</sup>, but there is an urgent need to scale up the current classic response of cash assistance for a wider development approach to improve the situation of refugees and support them in finding paths towards greater self-reliance and reduced dependence on humanitarian assistance. This outcome is however dependent on solid steering mechanisms for cases (enhanced by the ongoing ILO/UNICEF action) and an employment system that provides sustainable employment opportunities for families to ensure they do not slip back into the category of being highly vulnerable. One persistent challenge in the graduation process encountered to date is the high reluctance of project beneficiaries to participate in the “graduation” scheme and potentially lose their eligibility for cash assistance.

**Recommendations from a Graduation learning event** (November 2022) emphasised the need to strengthen collaboration with the MoSD, the MoL and the NAF, to support where required national outreach and harmonization of practices (anchored in Jordan context-specific strategies) and build on the evidence base demonstrating the positive impact that a graduation approach can have on refugees and host communities. At the implementation level, partners are advised to closely collaborate with vocational training authorities to ensure provision of market-based skills, and at the same time expand the network of employment providers, to support job creation in small and medium businesses through providing

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<sup>25</sup> T04.233 – Providing social protection assistance for refugees in Jordan

management training and business development services including marketing and to enhance the effectiveness of business incubation services and where possible upscaling. Finally, as an incentive, participants in graduation schemes should continue to be eligible for cash transfers from UNHCR/WFP/NAF for one to two years<sup>26</sup>.

#### **WFP-UNHCR Syrian Refugees Skills Mapping Analysis (2023):**

The analysis focuses on Syrians of working age assisted by the World Food Programme's (WFP) General Food Assistance (GFA) as of November 2022. This analysis seeks to guide policy makers and development aid practitioners on how to enhance refugees' access to economic activities and contribute to policy discussions around shifting from humanitarian aid to development-centred support. Between January and May 2023, WFP conducted the inaugural Skills Mapping (SKM) survey, targeting Syrian General Food Assistance (GFA) recipients aged 18-64 residing outside of camps. Despite 15% attrition rate, the survey successfully interviewed 120 thousand individuals. It explored five key areas: education background, employment history, obstacles to employment, transferable skills, and employment ambitions, to better understand their integration into labour market. The analysis revealed how a significant portion of Syrian refugees faces educational challenges, with an overwhelming 86% of Syrians of working age lacking upper-secondary education. Within the 30-64 year-old age group, reflecting those who reached adulthood in Syria prior to displacement, employment rates are notably low, particularly when compared to those in Syria, indicating that a substantial segment of refugees remain unemployed despite their willingness to work. Male labor force engagement is most pronounced in the 25-44 year age bracket (almost 50%) and shows a declining trend as age increases, particularly among those aged 45 to 64 years, where it is notably reduced (less than one third are working). The primary challenges faced by jobseekers are on the demand side (lack of job opportunities, low wages, and inadequate working conditions). Additionally, 30% of women actively seeking employment are encumbered by familial obligations, such as childcare and eldercare. Young jobseekers frequently cite lack of experience as a barrier to employment; while older jobseekers are confronted with age-and-health-related obstacles (disability, chronic illnesses, and discrimination).

Based on the above, the current action seeks to provide immediate life-saving cash assistance to the most vulnerable among Syrian refugees in camps and host communities in view of a deteriorating socio-economic situation in the wider region as a result of the recent eruption of violence in the Gaza strip. In parallel, the action will build on the above-referenced skills mapping analysis to improve matching between skilled

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<sup>26</sup> Within the NAF system, a one year "grace" period is provided to beneficiaries that have found an employment at the end of which an assessment of the household's income is assessed. A period of 2 years is applied for those beneficiaries who opened their own business.

refugees and labour market opportunities within the context of the current Jordanian legal framework for refugee labour participation and opportunities for complimentary pathways. Promotion of self-reliance opportunities for beneficiaries of social assistance schemes (whether targeting refugees or vulnerable Jordanians) should provide an improved targeting for the remaining beneficiaries as well as economic dividends for Jordan through reduced unemployment.

### 3. DESCRIPTION OF THE ACTION

#### 3.1. Objectives and Expected Outputs

The Overall Objective / Impact of this action is to lay the foundations of a comprehensive and sustainable social protection system for vulnerable refugees and Jordanians and contribute to durable solutions, incl. voluntary, safe and dignified return, as defined by UNHCR.

The Specific Objectives (Outcomes) of this action are to:

1. Improve the effectiveness of the cash assistance model for refugees complementing national policies and systems;
2. Enhance self-reliance of refugees and Jordanians with the highest employment potential.
3. Enhance durable solutions for refugees from Syria, including preparedness for a safe, voluntary and dignified return [as defined by UNHCR](#).

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

- 1.1 contributing to Outcome 1 (or Specific Objective 1): UNHCR/WFP humanitarian cash assistance models for refugees are streamlined and complement the national government's non-contributory social cash assistance model for Jordanians;
- 1.2 contributing to Outcome 1 (or Specific Objective 1): the access and utilization of financial services and products for refugees is increased;

Outputs related to Outcome 2:

- 2.1 contributing to Outcome 2 (or Specific Objective 2): Refugee access to economic opportunities and services is increased and refugee indebtedness is reduced
- 2.2 contributing to Outcome 2 (or Specific Objective 2): Jordanians assisted by NAF are referred to jobs opportunities and their dependency on national safety is decreased

Outputs related to Outcome 3:

3.1 contributing to Outcome 3 (or Specific Objective 3): Refugee access to civil documentation is increased.

3.2 contributing to Outcome 3 (or Specific Objective 3): provision of information to refugees is increased.

3.3 contributing to Outcome 3 (or Specific Objective 3): durable solutions for refugees from Syria are enhanced, including long term sustainability of voluntary, safe and dignified return in Syria including by addressing obstacles currently limiting the possibilities to return for those who wish to do so.

### **3.2. Indicative Activities**

#### Activities related to Output 1.1:

- Consultations with the Government of Jordan's National Aid Fund (NAF) on cash assistance registration, eligibility determination, targeting, referral mechanisms, assistance delivery, monitoring and evaluation, best practices and lessons learned, and messaging to communities.
- Streamline the joint UNHCR/WFP delivery model for humanitarian cash assistance for refugees.
- Provide monthly basic needs cash assistance to the most vulnerable refugees living in camps and host communities using this model.
- Build an evidence base that informs the effective and efficient provision of humanitarian cash assistance to refugees through the collection, sharing and dissemination of data and information among key stakeholders.
- Convene policy dialogues with national and international stakeholders aimed at improving the efficiencies and coherence of cash assistance for refugees in Jordan, including through comparative analysis on the approach used in national social security systems.

#### Activities related to Output 1.2:

- Consultations with the Central Bank of Jordan, the Jordan Payments and Clearing Company (JoPaCC), private sector, and other key stakeholders to promote increased refugee financial inclusion into the Jordanian economy.
- Expand refugee access to financial services and products in collaboration with private sector, the Central Bank of Jordan, and other key stakeholders and actors.
- Expand refugee utilization of digital financial services through tailored messaging, training, and awareness raising campaigns, in collaboration with the government of Jordan, NGOs, private and public sector actors.
- Contribute to the Central Bank of Jordan's financial inclusion strategy to ensure key bottlenecks to greater financial inclusion among refugees and other prioritized groups.



- Support the roll-out of the government's financial inclusion strategy.
- Build quantitative evidence base related to refugee financial inclusion and economic contribution to the Jordanian economy that informs strategic decision- and policymaking by key national and international actors.
- Convene policy dialogues with national and international stakeholders that promote greater refugee financial inclusion.

#### Activities related to Output 2.1:

- Strengthen engagement with the national government stakeholders, private sector, and other national and international actors, to promote the expansion of refugee inclusion into legal and regulatory policy frameworks governing refugee employment, within the current regulatory framework adopted by the Government of Jordan.
- Promote links and enable tangible employment opportunities between qualified refugees and economic empowerment interventions, and enhance access to national social security services.
- Promote refugee access and utilization of improved digital financial services ecosystems and services for refugee-owned micro and small business development activities.
- Identify targeted incentives to promote employment opportunities (including self-employment) among refugees.
- Present sectorial business cases to the government on economic benefits of expanded refugee access to the labour market.
- Regularly update and maintain a management information system (MIS) on refugees' employability and related referrals.
- Identify and implement potential opportunities for customized interventions on micro-finance, business development support for skilled refugees in the sector with highest projected economic growth rates.
- Through collaboration with international partners , (i) generate evidence on the impact of refugees' self-reliance interventions conducted during the period 2023/2024 aimed at establishing robust forward-looking monitoring schemes and (ii) identify potential systemic large-scale pathways opportunities and barriers for 3<sup>rd</sup> country national employment based on demand/supply, legal framework and feasibility.

- Convene policy dialogues with national and international stakeholders that promote refugee-inclusive legal and regulatory policy frameworks governing refugee employment, financial inclusion for refugee-owned businesses and refugees' sustainable livelihood pathways in Jordan and abroad, including addressing the accumulating indebtedness to the government.

#### Activities related to Output 2.2

- Expand engagement with the national government stakeholders, private sector, and other national and international actors, to promote the expansion of NAF's referrals system.
- Provide analytical support and services to NAF and Ministry of Labour to promote links and enable tangible employment opportunities between qualified Jordanians and economic empowerment interventions, and enhanced access to national social security services.

Support NAF in regularly updating and maintain a management information system (MIS) on Jordanians referrals and national employment pathways.

#### Activities related to Output 3.1

- Facilitation of access to missing civil documentation for refugees (birth and death certificates, education certificates, marriage certificates and other).

#### Activities related to Output 3.2

- Increased provision of information for refugees from Syria, incl. through information sharing by UNHCR to refugee communities, on the evolution of the situation regarding the conditions for dignified, safe and voluntary return.

#### Activities related to Output 3.3:

- Depending on the evolution of the situation in Syria, support to activities to enhance long term sustainability of voluntary, safe and dignified return in Syria, including by addressing obstacles currently limiting the possibilities to return for those who wish to do so.

### **3.3. Mainstreaming**

#### **- Environmental Protection, Climate Change and Biodiversity**

Outcomes of the Strategic Environmental Assessment (SEA) screening (relevant for budget support and strategic-level interventions).

The SEA screening concluded that no further action was required.

Outcomes of the Environmental Impact Assessment (EIA) screening (relevant for projects and/or specific interventions within a project).

The EIA screening classified the action as Category C (no need for further assessment).

Outcome of the Climate Risk Assessment (CRA) screening (relevant for projects and/or specific interventions within a project).

The CRA screening concluded that this action is no or low risk (no need for further assessment).

- **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that specific focus will be given in the identification of final beneficiaries for the action to ensure that gender concerns are fully taken into consideration and that particular actions targeting female-headed households and/or vulnerable women will be prioritised.

- **Human Rights**

The action is designed from a rights-based perspective and takes into account an empowerment approach whereby final beneficiaries will be given the tools to access and secure the right to a self-reliant, decent and dignified life.

- **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that in the selection of final beneficiaries, people living with disability will be prioritised to the extent possible.

- **Democracy**

The Action has no direct implications for democracy, but should overall empower vulnerable population groups to actively participate in economic and political decision-making within their spheres of influence.

- **Conflict sensitivity, peace and resilience**

The overall focus of the action is towards strengthening social cohesion and support resilience for vulnerable populations and Syrian refugees in particular, and for durable solutions, incl. safe, voluntary and dignified return, as defined by UNHCR.

- **Disaster Risk Reduction**

The Action has no direct links with disaster risk reduction.

### 3.4. Risks and Assumptions

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1- External environm ent	Political climate in the region (also the repercussions of the Israel war on Gaza and the Russian war of aggression against Ukraine) adversely affects attitudes towards Syrian refugees.	M	H	Active engagement with the state and civil society and inclusion of host communities' vulnerable children/youth to promote social cohesion.
1- External environm ent	Further decrease in cash assistance contributes to additional financial hardship for vulnerable populations and increased inequalities within refugee and host communities	M	M	Complementary programmes of the EU targeting both vulnerable Jordanians and refugees. EU political dialogue to support the GoJ in prioritizing economic empowerment for vulnerable populations.
2- Planning, processes and systems	Continued engagement with UN agencies entail risk of continued parallel systems	H	L	Support the national systems (through complementary budget support programmes) to integrate the donor-supported models in its own strategies and programmes.
3-People and the organisati on	Final beneficiaries have lack of trust in social security institutions (State) and the fiscal obligations, further worsened by the recent	M	M	Improve ICE (Information, Communication, Education) with final beneficiaries on benefit design, rights and obligations (strategies and campaigns). Engage in continuous dialogue with the authorities and the

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
	suspension of the social security trench system and its retroactivity.			SSC on cancelling the refugees' debt accumulated due to retroactivity of the new measure.
4- Legality and regularity aspects	Absence of complementary and corresponding systems for social assistance granted to Syrian refugees and vulnerable Jordanians	H	M	Prepare joint donor policy dialogues with the authorities on labour market access, implementation of Rules of Origin scheme and around harmonisation of vulnerability criteria.
4- Legality and regularity aspects	Continued limitations in access to labour market for Syrian refugees, including the increased price of working permits.	H	M	Joint policy dialogues with evidence-based information on benefits for country; policy dialogue around benefits of increased ability for refugees to open enterprises (beyond home-based businesses).

### External Assumptions

- Jordan recognises that social protection for its most vulnerable residents (Jordanians and non-Jordanians) is part of a mature economic development strategy;
- Increased economic growth rates boost job creation;
- Related support to the education, livelihoods and TVET sectors leads to a gradual closing of the skills mismatch gap in Jordan in the mid to long-term;
- Jordanian authorities are available to discuss sustainability of current social care provision solutions through integration of best practices into national social care service framework;
- Conditions for safe, voluntary and dignified return (as defined by UNHCR), not yet achieved – will progress and will remain an important durable solutions for Syrian refugees;

- The Action aims towards improving the living conditions of Syrian refugees in Jordan within the current Jordanian legal framework.

### 3.5. Intervention Logic

The underlying intervention logic for this action is that by generating evidence-based data on improved targeting of refugees (in need of cash assistance, skills development and financial inclusion), building the business cases on the available skills of potential workers and matching them with market needs, as well as engaging and supporting the national stakeholders.

**IF** vulnerabilities of refugees and host communities are assessed appropriately, and

**IF** vulnerability criteria of refugee-oriented cash assistance are aligned to those of Jordanian national social protection systems, and

**IF** the most vulnerable – that have no possibilities for employment – are identified accordingly, and

**IF** refugees with potential for self-reliance are targeted with skills development, financial inclusion trainings and employment opportunities, and

**IF** the matching between supply (workers) and demand (labour market) is optimised, and

**IF** the refugee access to economic opportunities and services is increased, and

**IF** the Jordanians assisted by NAF are referred to jobs opportunities and their dependency on national safety is decreased,

**AND assuming** Jordan recognises that social protection for its most vulnerable residents (Jordanians and non-Jordanians) is part of a mature economic development strategy, and in light of the importance of social protection that Jordan accords to the most vulnerable,

**AND assuming** adequate jobs are available for skilled (refugee) workers,

**THEN** the effectiveness of cash assistance models for refugees and vulnerable Jordanians will be improved and refugees can benefit from increased self-reliance.

### 3.6. Indicative Logical Framework Matrix

Results	Results chain: Main expected results	Indicators	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	To lay the foundations of a comprehensive and sustainable social protection system for vulnerable refugees and Jordanians and contribute to durable solutions, incl. safe, voluntary and dignified return, as defined by UNHCR	1. Coverage of refugees and vulnerable Jordanians that become self-reliant disaggregated by sex.  2. The vulnerability criteria used by UN partners and the MoSD / NAF are harmonized	1. 0  2. Not harmonised	1. +25%  2. The vulnerability criteria of UN and national institutions are harmonised	UNHCR and WFP reports. NSPS 2025-2030	<i>Not applicable</i>

Outcome 1	1. Improve the effectiveness of the cash assistance model for refugees.	1.1 Percentage of targeted unique households that meet half or more of their basic needs with multi-purpose cash assistance (disaggregated by sex, age, and nationality).	1.1 47%	1.1 45%	UNHCR and WFP intervention monitoring and reporting systems (progress reports and evaluations)	UNHCR and WFP funding levels support the continued pursuit of sustainable solutions for refugees.
		1.2 Percentage of mobile wallet owners that report using their mobile wallets to save money, pay bills, and make purchases in the last month (disaggregated by type of service, sex, age, and nationality).	1.2 TBD in (baseline 2024)	1.2 +25%		



<b>Outcome 2</b>	2. Enhance self-reliance of refugees and Jordanians with the highest employment potential.	2.1 Number of beneficiaries of cash assistance (disaggregated by gender and nationality) that benefit from employment opportunities/entrepreneurship opportunities for minimum 6 months	2.1 TBC (baseline in 2024)	2.1 + 10%	UNHCR/WFP (for refugees) & NAF statistical data on beneficiaries; SSC statistical data on contributions for social security	Adequate decent job opportunities are available for beneficiaries of cash assistance schemes.
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<b>Outcome 3</b>	1. Enhance durable solutions for refugees from Syria, including preparedness for a safe, voluntary and dignified return as defined by UNHCR.	3.1. % of Syrian children, whose families are registered refugees, born in Jordan with a birth certificate  3.2 Percentage of refugees who consider themselves well-informed to make a decision regarding a safe, voluntary and dignified return is increased.	3.1 TBC 3.2 2024: 65%	3.1 100% 3.2 2025: 70%	UNHCR (Regional survey on refugees perception) <sup>27</sup> , UNFPA, WHO, GoJ data, Project inception phase and final survey	Refugees are willing to obtain all civil documentation and partake in awareness raising activities.
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<sup>27</sup> <https://www.unhcr.org/media/ninth-regional-survey-syrian-refugees-perceptions-intentions-return-syria>

<b>Output 1 related Outcome 1</b>	<b>to</b>	1.1.1 Number of unique households that receive basic needs cash-based assistance on a monthly or quarterly basis (disaggregated by sex, age, and nationality).				
		1.1.2 Number of unique individuals that benefit from monthly or quarterly basic needs cash-based assistance (disaggregated by sex, age, location, and nationality)	1.1.1 54,000	1.1.1 45,000	UNHCR/WFP monitoring and evaluation data  Progress reports	The government of Jordan ministries and agencies (NAF, CBJ) receive the political buy-in at the Cabinet level to harmonize humanitarian models for refugees and national social protection models for Jordanians. This doesn't mean integration of the two systems.
		1.1.3 Number of comparative analysis of UNHCR/WFP cash assistance eligibility and targeting model against government of Jordan non-contributory social cash assistance model for Jordanians.	1.1.2 230,318	1.1.2 189,000		
		1.1.4 Number of policy dialogue events convened among key stakeholders related to streamline and harmonize models for refugees and national social-protection schemes.	1.1.3 0	1.1.3 1		
			1.1.4 0	1.1.4 2		

<p><b>Output related Outcome 1</b></p> <p><b>2 to</b></p>	<p>1.2 The access and utilization of digital financial services and products for refugees is increased.</p>	<p>1.2.1 Number of unique refugee households that receive their humanitarian cash assistance from UNHCR and WFP via mobile wallets.</p> <p>1.2.2 Percentage of UNHCR cash assistance recipients receiving their monthly or quarterly assistance via mobile wallets.</p> <p>1.2.3 Percentage of WFP cash assistance recipients receiving their monthly assistance via mobile wallets.</p> <p>1.2.4 Number of assessment reports outlining the social and behavioural factors influencing refugee mobile wallet ownership and usage.</p> <p>1.2.5 Number of new financial service provider services and/or products targeted at refugee mobile wallet users.</p>	<p>1.2.1 54,000</p> <p>1.2.2 40%</p> <p>1.2.3 30%</p> <p>1.2.4 0</p> <p>1.2.5 0</p>	<p>1.2.1 140,000</p> <p>1.2.2 80%</p> <p>1.2.3 60%</p> <p>1.2.4 1</p> <p>1.2.5 4</p>	<p>UNHCR/WFP monitoring and evaluation data</p>	<p>The GoJ and the Central Bank of Jordan support policies that promote greater access and utilization of digital financial services and products by refugees</p>
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<b>Output 1 related Outcome 2</b>	<b>to</b>  2.1 The refugee access to economic opportunities and services is increased and refugee indebtedness is reduced	2.1.1 Number of refugees transitioning from cash assistance (disaggregated by gender) to decent employment opportunities/entrepreneurship opportunities for minimum 6 months  2.1.2 Number of refugees (disaggregated by gender) benefitting from improved access to financial services	2.1.1 TBC (baseline in 2024)  2.1.2 TBC (baseline in 2024)	2.1.1 + 10%  2.1.2 + 10%	UNHCR/WFP statistical data on beneficiaries; SSC statistical data on contributions for social security	Adequate decent job opportunities are available for beneficiaries of cash assistance schemes.
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<b>Output related Outcome 2</b>	2.2 The Jordanians assisted by NAF are referred to jobs opportunities and their dependency on national safety is decreased.	2.2.1 Number of NAF beneficiaries (disaggregated by gender) transitioning from cash assistance to decent employment opportunities/entrepreneurship opportunities for minimum 6 months	2.2.1 TBC (baseline in 2024)	2.2.1 +10%	NAF statistical data on beneficiaries; SSC statistical data on contributions for social security	
<b>Output related Outcome 3</b>	3.1 The access to civil documentation for refugees is increased	3.1.1. Percentage of refugees with complete civil documentation status (missing one or more documents), segregated by document and gender.	3.1.1 TBC	3.1.1. TBC	UNHCR and GoJ data	Refugees' willingness to obtain all missing civil documentation.

<b>Output related to Outcome 3</b>	2	3.2 The awareness of refugees' for an informed choice regarding a safe, voluntary and dignified return is increased.	3.2.1: Number of information sharing sessions	3.2.1 TBC	3.2.1 TBC	UNHCR Data	Refugees' willingness to partake in UNHCR information sharing activities.
<b>Output related to Outcome 3</b>	3	3.3 durable solutions for refugees from Syria are enhanced, including long term sustainability of voluntary, safe and dignified return including by addressing obstacles currently limiting the possibilities to return for those who wish to do so.	3.3.1 TBC				

## **4. IMPLEMENTATION ARRANGEMENTS**

### **4.1. Financing Agreement**

In order to implement this action, it is envisaged to conclude a financing agreement with the Hashemite Kingdom of Jordan.

### **4.2. Indicative Implementation Period**

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.

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

### **4.3. Implementation Modalities**

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

#### **4.3.1. Indirect Management with a pillar-assessed entity (UNHCR and WFP)**

A part of this action may be implemented in indirect management with the United Nations High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP). The envisaged entities have been selected using the following criteria:

- Relevant experience and collaborations corresponding to the nature of the action, notably in refugee settings;
- Technical competences on refugee assistance and protection, social safety nets and related sectors;
- Proven logistical and management capacities;



- Value added in relation to operational synergies and policy dialogue;
- The existence of a Memorandum of Understanding signed between UNHCR and WFP to collaborate on transition strategies and long term solutions for refugees.

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

If the implementation modality under indirect management as defined in section 4.3.1 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used:

- (a) Such grants will cover both Specific Objective 1 and Specific Objective 2 of the current Action Document and will be awarded in a competitive process through a call for proposals whereby each Specific Objective will correspond to a separate lot;
- (b) The grant(s) will have targeted applicants composed of all or any of the following: legal entities, natural persons or groupings without legal personality; public bodies, international organisations, or NGOs.

#### **4.4. Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.5. Indicative Budget

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Implementation modalities</b> – cf. section 4.3	
<b>Outcome 1</b> composed of	<b>22 850 000.00</b>
Indirect management with UNHCR and WFP — cf. section 4.3.1.	
<b>Outcome 3</b> composed of	<b>5 000 000.0</b>
Indirect management with UNHCR - — cf. section 4.3.1.	
<b>Outcome 2</b> composed of	<b>7 000 000.00</b>
Indirect management with UNHCR and WFP — cf. section 4.3.1.	
<b>Evaluation</b> – cf. section 5.2	<b>150 000.00</b>
<b>Audit</b> – cf. section 5.3	
<b>Strategic communication and Public diplomacy</b> – cf. section 6	Covered by another Decision
<b>Totals</b>	<b>35 000 000.00</b>

#### **4.6. Organisational Set-up and Responsibilities**

A Strategic Steering Committee of the programme will be formed, composed of all partners under this action and relevant government counterparts, chaired by the Ministry of Planning and International Cooperation. The Strategic Steering Committee will meet at least semi-annually to review work plans, implementation progress, coordinate the different components, foster policy dialogue, help facilitate programme implementation and provide a forum to exchange lessons learned. It will also help co-ordinate between other institutions and actors (private business, civil society representatives, NGOs, donors). Regular (quarterly) technical meetings will also take place. The specific governance mechanisms of the separate components of this action will be further defined in the contracting process.

The EU will remain fully engaged throughout the implementation process, in the policy dialogue, planning, monitoring, reporting, annual reviews and evaluation processes. Additional briefing sessions on analysis and data as well as research findings or policy dialogue issues will be arranged for government stakeholders and donor representatives.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

### **5. PERFORMANCE MEASUREMENT**

#### **5.1. Monitoring and Reporting**

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its Outputs and contribution to the achievement of its Outcomes, and if possible at the time

of reporting, contribution to the achievement of its Impacts, as measured by corresponding indicators, using as reference the logframe matrix.

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).

Roles and responsibilities for data collection, analysis and monitoring will be defined at contractual level.

## **5.2. Evaluation**

Having regard to the natures of the action, a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that it is critical to assess how the transition out of cash assistance is sustainable and the effectiveness of social security extension.

The Commission shall form a Reference Group (RG) composed by representatives from the main stakeholders at both EU and national (representatives from the government, from civil society organisations (private sector, NGOs, etc.), etc.) levels. If deemed necessary, other donors will be invited to join. The Commission shall inform the implementing partner at least 2 months in advance of the dates envisaged for the evaluation exercise and missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

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

Evaluation services may be contracted under a framework contract.

### **5.3. Audit and Verifications**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

## **6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY**

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in the 2022 guidance document [\*Communicating and raising EU visibility: Guidance for external actions\*](#) (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreements.

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

Implementing partners shall keep the Commission and the EU Delegation fully informed of the planning and implementation of specific visibility and communication activities before the implementation. Implementing

partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

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

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

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

The present Action identifies as:

**Contract level** (i.e. Grants, Contribution Agreements, any case in which foreseen individual legal commitments identified in the budget will have different log frames, even if part of the same Action Document)

<input checked="" type="checkbox"/>	Single Contract 1	Indirect management with UNHCR and WFP
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