ANNEX C1: Twinning Fiche

Project title: Support to Ministry of Tourism and Antiquities Institutional Capacity in Line with National Reforms and EU Best Practices

Beneficiary administration: The Ministry of Tourism and Antiquities of the Hashemite Kingdom of Jordan

Twinning Reference: JO 22 NDICI OT 04 25

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EU funded project

TWINNING TOOL

Acronym	Definition
MoTA	Ministry of Tourism and Antiquities
JTB	Jordan Tourism Board
DoA	Department of Antiquities
ASEZA	Aqaba Special Economic Zone Authority
LOB	Legislation and Opinion Bureau
JHA	Jordan Hotel Association
JITOA	Jordan Inbound Tour Operators Association
JRA	Jordan Restaurant Association
JTGA	Jordan Tour Guides Association
JSTA	Jordan Society of Tourist & Travel Agents
RSCN	Royal Society for the Conservation of Nature
JIC	Jordan Investment Commission
EU	European Union
NDICI	Neighborhood, Development and International Cooperation Instrument ("Global Europe")
MS	Member State
BC	Beneficiary Country
PL	Project Leader
RTA	Resident Twinning Adviser
TAIEX	Technical Assistance and Information Exchange (EU short-term assistance instrument)
PAO	Programme Administration Office
PSC	Project Steering Committee
MEUR	Million Euro
ME	Member Expert (used in Twinning team descriptions)
NTS	National Tourism Strategy
EMV	Economic Modernization Vision (2033)
MTBF	Medium-Term Budget Framework
RIA	Regulatory Impact Assessment
PAR	Public Administration Reform
ToT	Training of Trainers
SOPs	Standard Operating Procedures
UNWTO	United Nations World Tourism Organization
TSA	Tourism Satellite Account
SDGs	Sustainable Development Goals
SDG 5	Gender Equality
SDG 8	Decent Work and Economic Growth
SDG 11	Sustainable Cities and Communities
EBRD	European Bank for Reconstruction and Development
EIB	European Investment Bank
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Development Cooperation)
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
USAID	United States Agency for International Development
UN	United Nations
IFIs	International Financial Institutions
TVET	Technical and Vocational Education and Training
PFM	Public Financial Management

1. Basic Information

1.1   Programme: Partnership Implementation Facility ("Sharaka") – 2022/044-559, NDICI-GEO-MENA/ACT-60902 indirect management with ex-ante control.

1.2   Twinning Sector: Other (OT)

1.3   EU funded budget: EUR 1 600 000.00

1.4   Sustainable Development Goals (SDGs):
- SDG5: Gender Equality
- SDG8: Decent Work and Economic Growth
- SDG11: Sustainable Cities and Communities

2.   Objectives

2.1   Overall Objective(s):

To sustainably enhance Jordan's tourism sector in line with Economic Modernization Vision, as well as EU best practices and international standards

2.2   Specific objective:

To strengthen Ministry of Tourism and Antiquities institutional and coordination capacities to design, implement and monitor sustainable tourism policies and regulatory framework, aligned with EU best practices and international standards.

2.3   The elements targeted in strategic documents i.e. National Development Plan/Cooperation agreement/Association Agreement/Sector reform strategy and related Action Plans

- Tourism Law No. 20 of 1988 and its amendments covering licensing, regulation, and tourism development roles of MoTA

- Antiquities Law No. 21 of 1988, defining heritage protection and DoA responsibilities

- Jordan Tourism Board Regulation and its Amendments No. (79) of 2007

- Public-Private Partnership Law No. 2 of 2021, enabling investment and private-sector participation in tourism infrastructure

- Environmental Protection Law, Municipalities Law, and relevant by-laws affecting destination management and compliance

- National strategies and sector action plan guiding tourism development and alignment with the EMV

3.   Description

3.1   Background and justification:

The Ministry of Tourism and Antiquities (MoTA) plays a central role in driving Jordan's tourism sector performance, which is recognized as a key national growth engine under the National Tourism Strategy (2021–2025) and the Economic Modernization Vision (EMV). Strengthening MoTA's institutional and governance capacities is therefore essential to ensuring the coherent, efficient, and inclusive implementation of these national priorities.

Directly, the project will reinforce MoTA's ability to plan, coordinate, and regulate the tourism sector in line with EU best practices. It will build the Ministry's capacity in evidence-based decision-making, strategic policy formulation, and stakeholder engagement. It will also support internal systems and human capital development, enhancing MoTA's responsiveness, transparency, and organizational performance. These improvements will enable MoTA to more

effectively lead national tourism development efforts and ensure that policies translate into tangible benefits for the sector.

At the wider level, the project contributes to Jordan's long-term economic resilience and competitiveness. An empowered Ministry will be better positioned to unlock the sector's job creation potential, stimulate sustainable tourism investment, and diversify tourism products and markets. Strengthened governance and coordination mechanisms will also improve collaboration with key stakeholders, including the Jordan Tourism Board, private sector operators, local authorities, and civil society organizations. This will support more balanced territorial development, increase community participation, and enhance environmental stewardship across tourism destinations.

While the project provides an important contribution to Jordan's tourism sector reform agenda, it is not expected to achieve the overall objective alone. The ambition of the EMV and national strategies requires complementary interventions from development partners, private sector leadership, and broader government reforms. This Twinning initiative will therefore serve as a critical enabling platform, ensuring that MoTA has the institutional readiness and capacity to fully benefit from, and coordinate, ongoing and future investments in Jordan's tourism transformation.

Institutional Context and Beneficiary Mandate

The Ministry of Tourism and Antiquities (MoTA) is the lead government authority responsible for the development, regulation, and stewardship of Jordan's tourism sector. Its mandate includes policy formulation and implementation; licensing and oversight of tourism facilities and professions; safeguarding and managing archaeological and cultural heritage assets; and coordinating national tourism development across public, private, and civil society actors. MoTA also ensures alignment of sector initiatives with national economic priorities, including the National Tourism Strategy (2021–2025) and the Economic Modernization Vision (EMV 2033).

MoTA operates through specialized directorates covering tourism policy and planning, licensing and inspection, product development, international cooperation, antiquities protection, and administrative and financial affairs. Additional responsibilities include sector monitoring and supporting decentralized tourism initiatives in partnership with local authorities.

While MoTA is the central policy-maker, the Ministry works closely with other key institutions:
- Jordan Tourism Board (JTB): Responsible for international and domestic promotion and destination marketing, operating under the policy direction of MoTA.
- Department of Antiquities (DoA): Responsible for the protection, excavation, conservation, and management of archaeological heritage in coordination with MoTA.
- Local Development Actors: Municipalities, regional authorities (notably ASEZA), protected area managers (e.g., RSCN), and private-sector associations (e.g., JHA, JITOA) play roles in tourism product development and service delivery.

The Twinning project is expected to strengthen coordination mechanisms across these stakeholders but will not introduce institutional restructuring or changes in legal mandates. Rather, it will support more efficient execution of existing roles and enhance inter-agency governance frameworks, particularly in policy coherence, data-sharing, and strategic planning.

The Twinning initiative will therefore serve as a key enabler of reform implementation, providing targeted capacity-building and EU best practice transfer that reinforce Jordan's progress and ensure stronger impact of complementary donor investments. It is expected that the project outcomes will feed directly into sector monitoring mechanisms under the National Tourism Strategy and EMV to sustain momentum and institutionalize improvements.

3.2   Ongoing reforms:

The Economic Modernization Vision (EMV), launched in 2022 under the directives of His Majesty King Abdullah II, represents Jordan's overarching national framework to stimulate sustainable economic growth, job creation, and competitiveness over the next decade. The Vision was developed through an inclusive, government-led process engaging the public and private sectors, academia, and civil society, with the objective of positioning Jordan as a regional hub for investment, innovation, and human capital. Since its adoption, the Government of Jordan has initiated a wide range of reforms focused on improving the business environment, digital transformation, public-sector efficiency, and governance. Dedicated executive programmes and delivery units were established to operationalize the Vision's targets across key sectors, ensuring alignment with fiscal and structural reform agendas. The EMV thus serves as the main reference for all national strategies, guiding sectoral modernization efforts—including tourism—towards a more resilient, inclusive, and knowledge-driven economy.

Within the framework of the Economic Modernization Vision, tourism has been identified as one of Jordan's eight high-value sectors with strong potential to drive inclusive growth, attract investment, and generate employment, particularly for youth and women. The Vision emphasizes developing tourism as a year-round, experience-based industry that capitalizes on Jordan's cultural heritage, nature, and emerging niches such as adventure, wellness, and religious tourism. Since the launch of the EMV, the Government—through the Ministry of Tourism and Antiquities (MoTA) and its partners—has advanced reforms to improve destination management, enhance workforce skills, and strengthen public-private coordination. Efforts are also underway to upgrade tourism infrastructure, streamline licensing and investment procedures, promote digital transformation, and diversify source markets. These initiatives collectively aim to position Jordan as a competitive, sustainable, and globally recognized tourism destination aligned with EMV priorities.As such, the current reform agenda emphasizes improvements in governance, institutional performance, sustainability, and market diversification.

The Twinning project will be implemented within the framework of ongoing tourism sector reforms led by the Ministry of Tourism and Antiquities (MoTA), aligned with Jordan's national development priorities.

Jordan is implementing its National Tourism Strategy (2021–2025), which sets a clear framework for sector growth, competitiveness, product enhancement, and human capital development. In parallel, the Economic Modernization Vision (EMV 2033) further elevates tourism as a national growth engine and calls for strengthened policy coherence, private sector engagement, and destination competitiveness. These strategic frameworks have created strong reform momentum and political commitment at the highest levels of government.

Most recently, MoTA has begun consultations and engagement with key private sector players for the update of the National Tourism Strategy. Working groups have been set up, each leading one of the pillars within the NTS, with a timeline of end of November 2025 to finalize the update of the NTS.

MoTA is undertaking reforms in several core areas that are relevant to the Twinning project, including:

- Modernization of regulatory and licensing systems to improve service quality and compliance

- Development of sustainable tourism standards and environmental safeguards for destinations and enterprises

- Strengthening governance of cultural heritage sites and improving revenue-sharing with local communities

- Digital transformation initiatives, particularly in tourism data collection, monitoring, and inter-agency interoperability

- Enhancement of crisis resilience and risk management systems following recent global and regional challenges

The reform process is supported through an established Sector Working Group on Tourism, bringing together Government institutions, donor partners (EU, USAID, GIZ, World Bank), private sector representatives, and civil society stakeholders. The Working Group provides a platform for policy dialogue, harmonization of interventions, and monitoring of strategic priorities, ensuring that assistance is coordinated and complementary.

In response to the significant disruptions caused by the pandemic and regional geopolitical instability, MoTA has accelerated reforms aimed at improving sector resilience and risk preparedness. These include strengthening health and safety protocols, enhancing crisis communication systems, diversifying source markets, and supporting MSMEs and tourism workers through digital transition and business continuity measures. As part of the national agenda, MoTA is now prioritizing adaptive governance, improved visitor flow management, and destination-level resilience planning to safeguard the sector against future shocks. The Twinning project will reinforce these efforts by embedding resilience considerations into policymaking, data systems, and institutional coordination mechanisms.

By supporting MoTA in institutionalizing these reform gains and resilience measures, the Twinning project will directly contribute to achieving the expected results relating to enhanced governance structures, improved regulatory frameworks, and more sustainable, inclusive tourism development.

3.3 Linked activities:

A number of ongoing donor-funded programs directly support tourism development, heritage management, and community-based economic participation in Jordan, providing an important complementary environment for the Twinning project with MoTA.

In the area of cultural heritage and site management, the EU–AICS Programme on Cultural Heritage and Development (2021–2026) provides substantial support for conservation, restoration, and site-management planning in priority archaeological locations. Its focus on governance, community engagement, and preservation standards complements the Twinning's aim to integrate sustainability and heritage protection into national tourism policy and destination planning tools.

Similarly, UNESCO's Cultural Heritage and Site Management Support Programme (2021–2026) reinforces national capacities in safeguarding, visitor management, and conservation,

offering a technical foundation that MoTA and the Department of Antiquities can build upon as part of the Twinning's work on heritage-tourism governance frameworks.

The CBI Tourism Programme (2019–2024), now nearing completion, has strengthened Jordanian tourism SMEs by improving product development, market positioning, and readiness for European markets. Although the programme is concluding, its key outputs—such as enhanced market access tools, product standards, and private-sector capacity—provide a solid foundation that MoTA can build upon through the Twinning. These outcomes directly support the project's focus on coordinated policy frameworks, sustainability criteria, community-level stewardship, and improved destination management systems.

USAID's Economic Reform Activity (2019–2025) includes a dedicated stream on improving the business environment, licensing, and inspection systems, which has directly engaged with MoTA and tourism associations to simplify procedures and enhance competitiveness. Its work on regulatory streamlining aligns closely with the Twinning's focus on governance, policy coherence, and evidence-based policymaking. Although no direct engagement with MoTA has been established, there lies potential for collaboration on the development work on the Tourism Resilience Fund bylaw formulation.

USAID's EQLAA Activity (2023–2028) contributes to tourism through community enterprise development, women and youth economic inclusion, and support for market-linked local tourism products. These interventions directly complement the Twinning component on sustainable and inclusive tourism governance by strengthening bottom-up participation and community benefit-sharing mechanisms.

The EU Madad Fund project "Support to Livelihoods Through Cultural Heritage Development" aimed to create decent, short-term employment opportunities for vulnerable Jordanians and Syrian refugees by engaging them in labour-intensive conservation and rehabilitation of archaeological and heritage sites, implemented by UNESCO with national partners. Through restoring walking trails, stabilising structures, conserving mosaics, and improving access in several sites across northern Jordan, the project provided income, vocational skills, and on-the-job training to more than 1,300 participants while enhancing local tourism assets and strengthening social cohesion between host communities and refugees.

Siyaha — implemented 2008–2013 with funding from USAID and under the aegis of Ministry of Tourism & Antiquities (MoTA) — aimed to strengthen Jordan's tourism sector by upgrading institutional capacity, improving visitor services, promoting sustainable tourism products, enhancing handicraft and hospitality skills, and conserving and managing key heritage sites (notably Petra, Madaba and Amman Citadel). It targeted multiple pillars — from legal/regulatory reforms and quality-assurance (hotel classification) to marketing, destination development, and human resources

Several cross-cutting programs also contribute indirectly but meaningfully to sector transformation. GIZ's E-TVET Programme (2017–2026) supports workforce development and skills systems relevant to tourism, hospitality, and guiding professions, enabling the Twinning project to better integrate capacity-building needs into MoTA's strategic planning; while UNDP's Green Growth & Climate Resilience Programme (2022–2027) reinforce the sustainability dimension of tourism through greener economic practices, climate-risk planning, and environmental.

3.4   List of applicable *Union acquis*/standards/norms:

The Twinning project aligns with a a proposed set of EU frameworks that are most relevant to strengthening tourism governance, enhancing digital transformation and data systems, and advancing sustainability and heritage custodianship within Jordan's tourism administration.

The SIGMA Principles of Public Administration provide a cornerstone for improving institutional structures, policy coherence, and coordination across public bodies. These principles are directly linked to Component 1, supporting MoTA, JTB, and DoA in establishing clearer mandates, improving inter-agency coordination, and strengthening mechanisms for policy formulation, planning, and monitoring.

Complementing this, the EU Better Regulation Guidelines offer a structured approach to evidence-based policymaking, including regulatory impact assessments and participatory consultation processes. These guidelines contribute to ensuring that updates to the National Tourism Strategy and related legal instruments—such as the Tourism Resilience Fund bylaws—are developed through transparent, consistent, and EU-aligned processes.

In the field of digital transformation and tourism statistics, the project draws on the European Interoperability Framework (EIF), which sets out the principles needed for interoperable public-sector digital services and effective data exchange. This is particularly relevant to Component 2, guiding MoTA's modernization of tourism information systems and its efforts to strengthen data flows between MoTA, the Department of Statistics, and the Jordan Tourism Board.

In parallel, the Eurostat/UNWTO Tourism Satellite Account (TSA) Framework provides the methodology needed for compiling reliable and internationally comparable tourism accounts. Strengthening national capacity in TSA production directly advances Result 2.1 by enhancing MoTA's evidence-based decision-making and ensuring closer alignment with EU and global statistical standards.

Under the sustainability and heritage dimension of the fiche, two EU frameworks provide essential reference points. The European Tourism Indicators System (ETIS) offers a comprehensive model for monitoring and managing destination sustainability across governance, environmental, economic, and social dimensions. This supports Component 3 by informing MoTA's efforts to institutionalize sustainability indicators and improve national monitoring systems for responsible tourism development.

Alongside this, the European Framework for Action on Cultural Heritage (2018) provides guidance for integrated heritage management, community engagement, and sustainable custodianship of cultural assets. Its principles reinforce DoA's and MoTA's work on safeguarding archaeological sites while ensuring that heritage protection is incorporated into tourism planning and site management practices.

The OMC on Sustainable Tourism offers a collaborative, policy-learning framework among EU Member States and candidate countries to exchange good practices, develop common guidelines, and support sustainable tourism development that balances heritage conservation, local livelihoods, and environmental protection. By embedding the principles of the OMC, the programme can draw on tested EU-wide approaches to ensure that heritage-based tourism in Jordan (or any partner country) is shaped in a way that supports long-term sustainability, strengthens institutional capacity, and safeguards cultural sites.

Culture Compass for Europe complements this by providing a comprehensive policy tool for culture and creativity, encouraging the integration of cultural heritage, creative industries, and tourism in national development strategies. It underscores the role of culture not only as a sector in itself, but as a driver of social cohesion, identity, and sustainable economic development — aligning well with programmes that link cultural heritage conservation to youth employment, skills-building, and community-based tourism. Incorporating the Culture Compass framework into the Twinning helps ensure that heritage-tourism interventions are sensitive to cultural integrity, community benefit, and long-term viability.

3.5   Components and results per component

Component 1: Governance, Policy Coherence & Inter-Institutional Coordination

Result 1.1: Strengthened institutional framework and coordination between MoTA, JTB, and DoA for policy formulation, planning, and monitoring

Result 1.2: Enhanced collaboration leading to improved National Tourism Strategy implementation and Tourism Resilience Fund Bylaws

Component 2: Digital Transformation & Data-Driven Decision Making

Result 2.1: Enhanced capacity for tourism data and information management, including Tourism Satellite Account (TSA) and digital tools

Component 3: Sustainable and Inclusive Tourism & Heritage Custodianship

Result 3.1: Institutional mechanisms and bylaws that ensure sustainable cultural resources management and preservation identified, developed and operational

3.6   Means/input from the EU Member State Partner Administration(s)*:

The project will be implemented through a Twinning contract between Jordan (the Beneficiary Country) and EU Member State(s). The Project Implementation Team is expected to have sufficient expertise to cover all areas of the project and will consist of:

A Member State Project Leader (MS PL) will oversee the overall coordination of the project activities. The MS PL must hold a position conducive to operational dialogue at a political level, ensuring leadership capacity and the ability to mobilize necessary expertise. He/she must have broad knowledge of all processes in the area of development and implementation of risk analysis, institutional and operational aspects that the project component is dealing with. Involvement of the Member State PL during proposal preparation and attendance at selection meetings is mandatory, as well as co-chairing, with the Jordan PL, the quarterly Project Steering Committee gatherings. Furthermore, he/she is expected to participate in some communication and visibility activities. He/she will remain in their MS public administration role while dedicating part of their time to planning, supervising, and coordinating the overall direction of the Twinning project committing to at least three days per month to the project, including a visit to Jordan every three months for the duration of the project. The MS PL collaborates with the RTA, who operates within the Beneficiary administration.

A Resident Twinning Adviser (RTA) will reside in Jordan for the full duration of the project and will be in charge of managing the implementation of the project activities, the Component Leaders (CL), and short-term experts within the limits of the budget. The RTA Assistant and a translator will both support the RTA in implementing the daily tasks.

Short Term Experts in focused fields relating to the mandatory results will collaborate with beneficiary institution staff under their direction and that of the Project Implementation team. Senior management of the beneficiary institution is expected to provide the EU MS Twinning partner with

suitable staff and other resources needed to operate effectively, as well as engage in policy and institutional change necessary for project success.

Member State proposals should be concise, focusing on strategy, methodology, indicative timetable, administrative model, quality of expertise, administrative structure, and capacity of the MS entities. While detailed enough to address the Twinning Fiche, proposals need not fully elaborate the project, merely outline strategy, methodology, sequencing, and key activities to achieve objectives and results. Activities will be further refined, decided on, and finalized with the Twinning partners when drafting initial and rolling work plans, ensuring close alignment with objectives and sequencing of interlinked components.

3.6.1 Profile and tasks of the PL:
A high-ranking Member State (MS) official or assimilated agent who directs the implementation of the EU Twinning project and formally signs all work plan(s) and or/ any update of these.

Tasks
- Overall coordination and managing of the implementation of the project in cooperation with the beneficiary country project leader.
- Ensuring sound implementation of the envisaged activities
- Monitoring and evaluating the needs and priorities in the respective sector, project risks, progress against the project budget, benchmarks, and outputs, and taking any necessary remedial actions if needed.
- Coordination of MS experts' work and availability
- Providing efficient leadership of the project
- Ensuring backstopping and financial management of the project in the MS
- Participation in Steering Committee meetings
- Project reporting

Education
- University degree in cultural heritage, cultural resources management, tourism, public administration, economics, law, international development, project management or a related field, or equivalent relevant professional experience of 8 years.

Qualifications and skills
- Proven experience in working with high-ranking officials,
- A minimum of 3 years of professional experience in leading similar projects,
- Experience in project governance and supervision.
- Experience of project management in Twinning or TAIEX is an advantage.
- Proven experience in project management, preferably in relevant tourism scenarios.

Language skills
- Excellent level of English is a must.
- Working knowledge of Arabic would be an advantage.

3.6.2 Profile and tasks of the RTA:
The RTA being an official or assimilated agent from a Member State public or semi-public administration or accepted mandated body seconded to the Beneficiary Country (BC) to coordinate the day-to-day activities of the project. RTA will be supported by the hiring of two assistants for the duration of the implementation.

Tasks:
- Support and coordination of all activities in the BC.

- Day to day management of the project in the beneficiary institution as well as the RTA assistants
- Coordination and assistance to the short-term experts
- Coordination of the project implementation and proposing corrective actions, if required
- Organization of visibility events (kick-off and final event)
- Organization of Steering Committee meetings
- Preparation and Participation in Steering Committee meetings and acting as its secretary.
- Overseeing and managing administrative issues (e.g. assisting in reporting, monitoring and evaluation)
- Networking with institutions relevant to this project in Jordan and in MS

Education
- University degree in cultural heritage, cultural resources management, tourism, public administration, economics, law, international development, project management or a related field, or equivalent relevant professional experience of 5 years.

Experience
- Proven experience in working with high-ranking officials, ensuring professional and diplomatic interactions.
- A minimum of 3 years of professional experience in leading similar projects.
- Experience in project governance, supervision and management.
- Experience of project management in Twinning or TAIEX is an advantage.
- Proven experience in project management, preferably in relevant tourism scenarios.

Language skills
- Excellent level of English is a must.
- Working knowledge of Arabic would be an advantage.

3.6.3 Profile and tasks of Component Leaders:
Tasks
The experts responsible for the components will be civil servants or assimilated agents of mandated institutions working in a Member State of the European Union. They will work jointly with their counterparts designated by MOTA. They must be able to provide specialist advice and to coordinate and ensure the implementation of the activities planned in each component of the project.
Education
- University level education in a relevant discipline or in its absence, equivalent professional experience in a related field of 8 years.

General Experience of the team of component leaders
- A minimum of 3 years of professional experience in the tourism development field in the public service.
- Solid experience in cross-sector teamwork.
- Solid understanding of emerging technologies, and/or digital skills development are an asset.
- Good teamwork, communication, presentation and advisory skills.
- Experience in critical analysis and report writing.

Language skills
- ● Fluent written and spoken English.
- ● Knowledge of Arabic would be an asset.

3.6.4 Profile and tasks of other short-term experts:

The RTA will be supported by a number of STEs selected according to the activities that will be planned and finalized with the Twinning partners. The roles, profiles, and durations of these experts will be specified in the work plan, in alignment with the activities to be conducted by both the RTA and the Member State Project Leader.

4. Budget

Maximum Budget available for the Grant is EUR 1,600,000

5. Implementation Arrangements

5.1 Implementing Agency responsible for tendering, contracting and accounting (AO/CFCU/PAO/European Union Delegation/Office):

The Ministry of Tourism and Antiquities is the Contracting Authority for the twinning project under which The Programme Administration Office (PAO) is in charge of the coordination of all the related activities and the administrative management of the funding Programme. The PAO will be the responsible institution for the management of this twinning project.

Contact Details of PAO Responsible of the Contract:

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5.2 Institutional framework

Beneficiary administration:
- Ministry of Tourism and Antiquities
- Jordan Tourism Board
- Department of Antiquities

5.3 Counterparts in the Beneficiary administration:

The PL and RTA counterparts will be staff of the Beneficiary administration and will be actively involved in the management and coordination of the project.

5.3.1 Contact person:
Maha Abu-Shama
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5.3.2 PL counterpart
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5.3.3 RTA counterpart
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6. **Duration of the project**
Implementation Period = 24 months

7. **Management and reporting**

7.1 **Language**
The official language of the project is the one used as contract language under the instrument (English). All formal communications regarding the project, including interim and final reports, shall be produced in the language of the contract.

7.2 **Project Steering Committee**
A project steering committee (PSC) shall oversee the implementation of the project. The main duties of the PSC include verification of the progress and achievements via-à-vis the mandatory results/outputs chain (from mandatory results/outputs per component to impact), ensuring good coordination among the actors, finalising the interim reports and discuss the updated work plan. Other details concerning the establishment and functioning of the PSC are described in the Twinning Manual.

7.3 **Reporting**
All reports shall have a narrative section and a financial section. They shall include as a minimum the information detailed in section 5.5.2 (interim reports) and 5.5.3 (final report) of the Twinning Manual. Reports need to go beyond activities and inputs. Two types of reports are foreseen in the framework of Twining: interim quarterly reports and final report. An interim quarterly report shall be presented for discussion at each meeting of the PSC. The narrative part shall primarily take stock of the progress and achievements via-à-vis the mandatory results and provide precise recommendations and corrective measures to be decided by in order to ensure the further progress.

8. **Sustainability**

The outcomes of this Twinning project are designed to be fully embedded within the Ministry of Tourism and Antiquities (MoTA)'s institutional systems and governance arrangements, ensuring that improvements continue to generate impact beyond the

completion of the project. Sustainability will be promoted through three interlinked mechanisms: institutionalisation, stakeholder ownership, and budgetary commitments. Institutionalisation of Project Results

All new procedures, tools, standards, and mechanisms resulting from the Twinning project will be formally adopted by MoTA through internal instructions, SOPs, and integration into the Ministry's operational workflows. Capacity-building activities will target not only leadership but core technical staff directly responsible for ongoing implementation and monitoring. Continuous learning will be ensured through coaching, training-of-trainers (ToT), and updated guidance materials maintained within MoTA.

Sustainability will also be reinforced through structured consultation and knowledge-sharing with the Jordan Tourism Board (JTB), Department of Antiquities (DoA), regional authorities, municipalities, private sector associations, and civil society organisations. These partners will participate in Working Groups and consultation platforms during implementation and thus remain committed to maintaining results. Best practices, lessons learned, and approved deliverables will be widely disseminated through stakeholder networks, digital channels, and internal systems.

For any improvements contributing to sector policies, regulatory frameworks, or legislative amendments, sustainability will be ensured by complying with national requirements for:

- Regulatory Impact Assessments (RIA), including fiscal and administrative cost implications
- Inter-ministerial reviews, ensuring alignment with whole-of-government reforms
- Public and private stakeholder consultation, improving legitimacy and compliance
- Phased implementation planning, avoiding fast-track adoption risks

These measures ensure that new or amended regulations are operationally feasible, supported by stakeholders, budgeted for, and enforceable post-project.

MoTA is integrating priority actions emerging from the Twinning project into its Medium-Term Budget Framework (MTBF) and internal planning processes. Required resources for sustaining outcomes — including staffing, training, digital system maintenance, and monitoring — will be accounted for through:

- MoTA's institutional budget allocations
- Performance-based funding mechanisms under national public sector modernization reforms
- Leveraging ongoing investments from donor programs aligned to project Results
  This approach ensures that the Beneficiary administration has the financial capability and staffing commitment to maintain and expand on the project's achievements.

9. Crosscutting issues *(equal opportunity, environment, climate etc…)*
The Twinning project is fully aligned with EU values and Jordan's national commitments to ensure that tourism development is inclusive, equitable, and environmentally responsible. The project will mainstream cross-cutting priorities throughout all Components as follows:

Gender Equality and Human Rights
The project will promote equal access to tourism employment, entrepreneurship, and decision-making, in line with Jordan's Women's Economic Empowerment Strategy and EU Gender Action Plan. Capacity-building and consultation processes will actively engage women, youth,

and under-represented groups from the tourism workforce and local communities. Regulatory and governance improvements supported by the project will strengthen rights-based service delivery, safety standards for visitors and staff (especially women in frontline roles), and grievance mechanisms in tourism operations.

Equal Opportunities and Social Inclusion
The project will support MoTA in adopting EU-aligned standards on universal access and non-discrimination, including accessibility for persons with disabilities, equitable licensing practices, and transparent regulatory enforcement. Emphasis will be placed on ensuring that communities in less-developed regions benefit from tourism growth, contributing to balanced territorial development and reducing socio-economic disparities.

Environment and Climate Action
Sustainable destination governance will be strengthened by integrating environmental considerations into MoTA policies, regulatory requirements, and performance monitoring. The project will promote EU best practices on resource efficiency, waste management, and low-carbon tourism models, helping Jordanian destinations reduce environmental footprints. Enhanced resilience and adaptation measures — including disaster and climate-risk planning — will contribute to long-term sector sustainability and protect natural and cultural assets.

Cultural Heritage Protection
By supporting better governance systems for heritage sites, the project reinforces preservation of cultural rights, safeguarding Jordan's identity and ensuring future generations' access to nationally significant assets. Improved visitor flow management , cultural resources management and tourism standards will help prevent degradation of fragile sites.

Inclusivity of Minorities and Local Communities
The project will place importance on local stakeholder participation — including minority groups in tourism destinations — through structured consultation platforms. Community-based tourism opportunities will be encouraged to enable local populations to share in economic benefits and decision-making related to heritage and tourism development.

Regional Coverage and Balanced Growth
Capacity-building efforts and regulatory improvements will be applied across different regions of Jordan, not only major hubs, supporting wider job creation, investment attraction, and opportunities for rural destinations to reach higher quality and sustainability standards.

10. Conditionality and sequencing
The Twinning project has been designed as a stand-alone institutional capacity-building intervention, and its successful implementation does not depend on the delivery of external inputs such as infrastructure investments, specialized procurement, or outputs of other donor-funded projects. The project will therefore be launched only under conditions where the necessary institutional, legal, and operational prerequisites within the Ministry of Tourism and Antiquities (MoTA) are in place to ensure effective knowledge transfer and uptake of results.

Complementarities with other programs (including EU support and donor initiatives) will be actively leveraged without creating dependency. Should external conditions arise that significantly constrain Result achievement (e.g., ongoing restructuring of core MoTA functions or major delays in complementary digital reforms), these will be addressed through Steering Committee oversight, risk mitigation measures, and adaptive management mechanisms foreseen in the Work Plan.

Coordination with EU Instruments and Other Initiatives
The Twinning project will be implemented in full coordination with relevant actions under the EU external cooperation toolkit, ensuring complementarity with:

- TAIEX short-term technical assistance missions
- Thematic EU programs supporting sustainable tourism, green transition, digital governance, and competitiveness
- Other donor interventions in areas such as marketing, destination development, skills, and digital services

11. Indicators for performance measurement

1.1.1 A formal inter-agency coordination mechanism (e.g. Tourism Governance Council or Inter-Agency Committee) aimed at sustainable tourism development established.
1.1.2 Joint Annual Work Plan enrooted in sustainable tourism and cultural resources management developed and endorsed by the three stakeholders.
1.2.1 Action Plan on National Tourism Strategy (2026–2030) implementation finalized.
1.2.2 Monitoring tool developed for National Tourism Strategy, tracking at least 10 key performance indicators aligned with national priorities and EU standards.
1.2.3 A number of formulated Tourism Resilience Fund Bylaws draft.
2.1.1 Digital Transformation Roadmap for MoTA developed.
2.1.2 Capacity building plan developed and implemented stakeholders (targeting 50% of related staff).
2.1.3 TSA methodology including comprehensive tourism data framework is revised in alignment with EU standards
3.1.1 Sustainability and Heritage Mainstreaming Framework developed.
3.1.2 At least two pilot destinations adopt Destination Management Plans incorporating sustainability and heritage-protection measures
3.1.3 Environmental and social impact criteria integrated into MoTA's project appraisal processes.
3.1.4 Capacity building plan developed and implemented stakeholders (targeting 50% of related staff).

12. Facilities available

The RTA and assistants will be accommodated within the International Cooperation Directorate of MOTA and will have access to all facilities of MOTA including meeting/ training rooms, internet access, printing and copying facilities, transport for official activities, support with work permits and logistics. Office facilities will not be less than 10 sq. M. per person.

Whenever translation and/or interpretation services might be necessary for the implementation of activities (for instance translation of guidelines, etc.), such costs will be budgeted under the relevant budget heading (see ANNEX A7: Financial Annex in the Twinning Manual).

ANNEX TO PROJECT FICHE

The Simplified Logical framework matrix

Annex 1 : Simplified Logical Framework

	Description	Indicators (with relevant baseline and target data)	Sources of verification	Risks	Assumptions (external to project)
Overall Objective	To sustainably enhance Jordan's tourism sector in line with Economic Modernization Vision , as well as and EU best practices and international standards	Number of laws, policies, regulations, or standards to enhance tourism sector governance formally proposed, adopted, or implemented. Baseline: TBD Target: TBD	Government policy papers (MoTA, JTB, DoA)	Changes in context may shift priorities from project continuity to address arising issues. Potential exacerbation of the regional political instability may impact project continuity as priorities shift to address the risk of regional conflict proliferation.	- Relatively stable political and economic environment that allows for the implementation of long-term strategies. - Sustained support of and commitment to newly established mechanisms, frameworks, and innovative data-driven approaches. - The Jordanian tourism sector will be able to adapt to new practices and technologies introduced by the
		Total annual tourism receipts in Jordan Baseline (2024): 5,132,400,000 JOD Target: TBD	Ministry of Tourism and Antiquities' (MoTA) Statistics Dashboard		

	Description	Indicators (with relevant baseline and target data)	Sources of verification	Risks	Assumptions (external to project)
		Number of annual tourist arrivals to Jordan Baseline (2024): 6,108,474 Target: TBD		High cost of living may lead to decreased allocation of costs for international traveling, leading tourist to opt for domestic traveling destinations.	intervention. - International travel and tourism will continue to recover and grow. - There will be continued interest in Jordan as a tourism destination.
Specific (Project) Objective	To strengthen Ministry of Tourism and Antiquities institutional and coordination capacities to design, implement and monitor sustainable tourism policies and regulatory framework, aligned with EU best practices and international Standards.	Number of established governance and coordination frameworks within MoTA. Baseline: 0 Target: 1			

Component 1: Governance, Policy Coherence & Inter-Institutional Coordination				
Description	Indicators (with relevant baseline and target data)	Sources of verification	Risks	Assumptions (external to project)

Result 1.1: Strengthened institutional framework and coordination between MoTA, JTB, and DoA for policy formulation, planning, and monitoring	1.1.1 A formal inter-agency coordination mechanism (e.g. Tourism Governance Council or Inter-Agency Committee) aimed at sustainable tourism development established Baseline 0 Target 1	Project reports	Key departments and agencies may not fully commit to the coordination mechanisms and recommendations, leading to insufficient participation, cooperation, policy harmonization, and joint implementation.	Involved parties are willing, committed, and available to act as active members in the operationalization of presented recommendations to achieve harmonization. Effective information sharing mechanisms exist and are efficiently utilized.
	1.1.2 Joint Annual Work Plan enrooted in sustainable tourism and cultural resources management developed and endorsed by the three stakeholders. Baseline 0 Target 2		Inadequate technological infrastructure and institutional capacity could hinder effective data gathering and analysis.	
Result 1.2: Enhanced collaboration leading to improved National Tourism Strategy implementation and Tourism Resilience Fund Bylaws	1.2.1 Action Plan on National Tourism Strategy (2026–2030) implementation finalized. Baseline 0 Target 1		Lack of effective information sharing mechanisms may lead to misunderstandings, delays, and fragmented efforts to establishing an environment conducive to evidence-based decision making.	
	1.2.2. Monitoring tool developed for National			

	Tourism Strategy, tracking at least 10 key performance indicators aligned with national priorities and EU standards. Baseline 0 Target 1			
	1.2.3 Number of newly formulated Tourism Resilience Fund Bylaws draft. Baseline 0 Target 1			

Component 2: Digital Transformation & Data-Driven Decision Making				
Description	Indicators (with relevant baseline and target data)	Sources of verification	Risks	Assumptions (external to project)
Result 2.1: Enhanced capacity for tourism data and information management, including Tourism Satellite	2.1.1 Number of Digital Transformation Roadmap for MoTA developed. Baseline 0	Project documents	Inadequate technological infrastructure and institutional capacity could hinder effective data gathering, analysis, and	The newly revised methodologies are not met with resistance and are effectively adopted.

Account (TSA) and digital tools	Target 1		interagency collaboration for validation purposes.	The existing methodologies and approach allow room for and support new and advanced methodologies and approaches.
	2.1.2 Capacity building plan developed and implemented stakeholders (targeting 50% of related staff). Baseline 0 Target 50% related staff trained		Data inaccuracies and discrepancies may obstruct the process of turning data into insights.	Involved parties possess the technological and institutional capacity to generate quality reports consistently that generate useful insights.
	2.1.3 TSA methodology including comprehensive tourism data framework is revised in alignment with EU standards Baseline 0 Target 1		Inadequate financial and human capacities to establish and operationalize the new systems. Resistance from involved departments to adopt new methods and approaches. Existing methodologies and approaches may not support the introduction of different standards, methodologies and approaches.	Involved parties are willing and available for the process of data gathering, analysis, and validation.

Component 3: Sustainable and Inclusive Tourism & Heritage Custodianship				
Description	Indicators (with relevant baseline and target data)	Sources of verification	Risks	Assumptions (external to project)
3.1 Institutional mechanisms and bylaws that ensure sustainable cultural resources management and preservation identified, developed and operational	3.1.1 Regulations for Cultural Resources Management and Tourism Baseline 0 Target 1	Project documents	Resistance from involved departments and agencies to adopt the newly established framework. Difficulties in achieving effective inter-departmental collaboration and coordination to operationalize the established framework. Lack of infrastructure to adopt suggested sustainability and heritage-protection measures. Selected trainees are not fully available and/or willing to commit to	Involved departments are open and willing to adopt newly introduced criteria. Involved entities have a unified vision in relation to the process of selecting and prioritizing the required criteria.MoTA and JTB staff are willing and available to actively attend and engage in delivered trainings. Selected pilot destinations possess the sufficient infrastructure, capabilities, and understanding to incorporate suggested measures.
	3.1.2 At least two pilot destinations adopt Site Management Plans incorporating sustainable tourism and heritage-preservation Baseline 0 Target 2			
	3.1.3 Environmental and social impact criteria integrated into MoTA's project appraisal processes.			

	Baseline 0 Target 1		attending offered trainings.	
	3.1.4 Capacity building plan developed and implemented stakeholders (targeting 50% of related staff). Baseline 0 Target 50% related staff trained			