

**ASSOCIATION  
BETWEEN  
THE EUROPEAN UNION  
AND JORDAN**

**The Association Council**

**Brussels, 2 June 2022  
(OR. en)**

**UE-RHJ 3306/22**

**MINUTES**

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Subject: 13th meeting of the EU-Jordan Association Council (Luxembourg, 17 June 2019)  
- Minutes

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The **Association Council between the EU and the Hashemite Kingdom of Jordan** held its thirteenth session on 17 June 2019 in Luxembourg.

This session was co-chaired by Ms. Federica MOGHERINI, the High Representative of the Union for Foreign Affairs and Security Policy, and by Mr. Ayman SAFADI, Minister of Foreign Affairs and Expatriates who led the delegation of the Hashemite Kingdom of Jordan.

The European Commission was represented by Mr. Johannes HAHN, EU Commissioner for Neighbourhood and Enlargement.

#### Opening remarks

The High Representative Ms. MOGHERINI welcomed the Jordanian delegation to the plenary session of this thirteenth meeting of the Association Council and thanked Minister SAFADI for the productive discussion on regional issues throughout the restricted session. This occasion was considered a good opportunity to take stock of the EU-Jordan partnership and to identify forthcoming areas of dialogue. In this context, the High Representative recalled that the Partnership Priorities, aimed at expanding and intensifying the areas of cooperation, have been extended until 31 December 2020, and highlighted the mutual commitments made following the Third Conference on "Supporting the Future of Syria and the Region" hosted in Brussels in 2019.

The EU Commissioner for Neighbourhood and Enlargement Mr. HAHN welcomed the Jordanian delegation stating that the plenary offered an opportunity to freely discuss bilateral cooperation on a wide range of issues. The Commissioner recalled that on 26 June 2019 a high-level mission comprising representatives of key EU and international institutions will visit Jordan as a show of support for the country's economic reform.

The Minister of Foreign Affairs of the Hashemite Kingdom of Jordan Mr. SAFADI thanked the High Representative for hosting the Association Council. The minister reaffirmed his country's commitment to the partnership and thanked the EU and its member states for their invaluable financial support. The minister acknowledged in particular the representatives of Cyprus and Greece, citing the trilateral mechanism as yet another example of close cooperation between Jordan and Member States of the EU.

1. **Point 1: ADOPTION OF THE DRAFT AGENDA**

The Association Council adopted the agenda of its meeting as outlined in document UE-RHJ 3302/19.

2. **Point 2: ADOPTION OF THE MINUTES OF THE 12TH SESSION OF THE ASSOCIATION COUNCIL**

Both sides agreed on the adoption of minutes from the twelfth meeting of the Association Council as set out in document UE-RHJ 3301/19.

3. **Point 3: BRUSSELS III CONFERENCE ON THE FUTURE OF SYRIA AND THE REGION – FOLLOW-UP**

Before starting the discussion, Ms. MOGHERINI thanked Member States participating in the plenary session and gave the floor to their representatives.

Mr. Nikos CHRISTODOULIDES, Minister of Foreign Affairs of Cyprus, remarked on the partners' determination to continue to strengthen their existing cooperation on a wide range of regional issues, including the Israeli-Palestinian conflict, the crisis in Syria and violent extremism. He reiterated Cyprus's continuing support for Jordan's economic and political reform agenda, emphasising on the two countries' common goals, including stimulating Jordan's economy, supporting sustainable and knowledge based growth, enhancing the bilateral trade relations and upholding the country's stability, prosperity and social cohesion. He welcomed the decision to accelerate the uptake and extend the duration of the relaxed rules of origin scheme, stating that Cyprus is ready to provide technical support to assist Jordanian producers and businesses in meeting the specific requirements for export to the EU.

Mr. Georgios KATROUGKALOS, Minister of Foreign Affairs of Greece, mentioned the close historical ties that exist between Jordan, Greece and Cyprus, recalling that the latest trilateral Summit took place on 14 April 2019 in Amman. He thanked the Jordanian government for their continuing support for the Syrian and Palestinian refugees, emphasising the vital stabilisation role that Jordan plays in the Middle Eastern region and the need for continuous support on the part of the EU.

Mr. Mikael LINDVALL, Sweden's PSC Ambassador mentioned the crucial role that Jordan plays in hosting Syrian refugees commending the country for its clear stance against forced returns. He also reiterated Sweden's full support for economic reforms aimed at ensuring a dynamic and productive economy, narrowing the gender gap and increasing female participation in the workforce.

Mr. Luca Franchetti PARDO, Italy's PSC Ambassador declared Rome's intention to continue to support Jordan's political and economic resilience. He stated that the International Monetary Fund's Second Review Under the Extended Arrangement Under the Extended Fund Facility, Requests for a Waiver of Nonobservance of Performance Criterion, an Extension of the Arrangement, and Rephasing of Access (IMF Country Report No 19/127) from May 2019 clearly demonstrated Jordan's commitment and the international support for their economic reform programme. He also commented on the fundamental role Jordan played in combating extremism and radicalisation, including through the Aqaba process and reiterated Italy's support for Jordan as a major regional actor, citing the April 2019 visit of the President of Italy, Mr. Sergio Mattarella to Jordan as an example of his country's commitment.

Mr. Nicolas SURAN, France's PSC Ambassador commended Jordan's role as a host to hundreds of thousands of Syrian refugees, as well as a trusted partner in the fight against terrorism and radicalisation. He confirmed France's commitment to support the Jordanian government's plan to secure its borders with Syria and Iraq by providing logistic equipment. He also reiterated France's intention to support Jordan's economic reform by stimulating the labour market and providing structural support to the Jordanian economy.

Mr. Manuel ACERETE, Spain's PSC Ambassador, stressed that Spain considers Jordan an essential partner to the EU, quoting in particular Amman's role in hosting Syrian refugees and combating terrorism and radicalisation.

Ms. Asya TSVETANOVA, Bulgaria's PSC Ambassador noted her country's support for Jordan's structural reforms. She reiterated Bulgaria's support for Amman's stands on the Syrian refugees, as expressed during the Brussels III Conference on the Future of Syria and the Region, as well as during the Supporting Syria and the Region Conference held in London in 2016. She further acknowledged Jordan's role in the fight against terrorism, extremism and radicalisation, stating Bulgaria's support for the Aqaba process. She further recognised Jordan's role regarding the Middle East Peace Process, mentioning in particular Amman's engagement within the UN and its support

for United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and calling for increased funding for the region.

Ms. MOGHERINI expressed her appreciation for the protection and assistance provided to Syrian refugees by host communities, civil society and NGOs. She pointed out that the Third Conference on "Supporting the Future of Syria and the Region", which took place on 12-14 March 2019 in Brussels, has exceeded expectations both in terms of pledges and in terms of political support. The High Representative confirmed the EU's commitment to support the Syrian refugees and the communities that host them, including Jordan, through providing support to government and civil society actors alike. Ms. MOGHERINI expressed her appreciation for Jordan's position on voluntary returns of refugees to Syria, pointing out that the limited number of returns proved that the conditions were not yet fully in place. She inquired about the possibilities of the EU supporting the voluntary returns once the conditions permit.

On the question of the Syrian refugees, Mr. SAFADI pointed out that Jordan was beyond the need for immediate humanitarian aid only. He recalled that the country hosted 1.3 million refugees, 10% in camps, with the rest spread throughout the country. Additionally, he pointed out that of the 95% of Syrian children in Jordan, who received education, 70% were part of the formal education structure. Due to the increase in pupils (155,000 Syrian children attending Jordanian schools), 240 schools had to work double shifts. This was putting pressure on the education system and potentially jeopardised the quality of services provided, creating potential long-term developmental challenges for Jordan, which invested heavily in training and educating its population.

On the question of jobs, the Minister noted that Jordan had issued 146 000 work permits to Syrian refugees, which was more than three times the jobs the economy could create. Additionally, he explained that the government was also not pursuing cases against the estimated 300 000 Syrian refugees employed informally, despite the security challenges this decision may pose, due to sympathies for the refugees' need to earn a living.

Mr. SAFADI expressed doubts about the feasibility of encouraging voluntary returns. He pointed out that since Jordan opened its border in Syria in October 2018, only 20 000 refugees had chosen to return, with the majority of those who stayed behind, deeming the conditions in Syria still not safe and stable enough.

The Minister expressed concerns about the diminishing funds that were being provided for refugees, as well as the low level of pledges' realisation. He expressed concern about the way forward,

cautioning against radical revision of The Jordan Response Plan (JRP). The minister expressed his willingness to work with EU partners to make the JRP more effective and efficient but strongly opposed fragmenting it or seeking alternative approaches, amid fears that it might send the wrong political message. Mr. SAFADI pointed out that while the Jordanians had shown support for the Syrian refugees, the current economic situation could have altered their sentiments. He recalled that the current unemployment in Jordan stood at 18.7%, with the figure increasing to 40% among the youth and 35% among women. The latter was particularly concerning, as it could also affect the rates of higher education enrolments of female students, with families seeing little or no return for their efforts and investments in their daughters' education.

Finally, the Minister reiterated his support for voluntary returns, while opposing forced returns. He confirmed Jordan's commitment to improving the life and future of the Syrian refugees but called for help in maintaining or increasing the level of contribution that would allow Jordan to fulfil this commitment. In addition, he called EU states to consider the larger picture and long-term effects of the refugee crisis on Jordan's social, economic and political ecosystem.

4. **Point 4: EU-JORDAN BILATERAL RELATIONS: PROGRESS REGARDING THE IMPLEMENTATION OF THE ASSOCIATION AGREEMENT AND THE EU-JORDAN PARTNERSHIP PRIORITIES**

Ms. MOGHERINI recalled that the EU had a clear interest in Jordan's stability and resilience. She cited a number of areas, in which the two parties were cooperating to strengthen their bilateral relations, mentioning in particular the renewed commitment to the EU-Jordan Partnership Priorities, the two-year National Renaissance Plan (NRP) or al-Nahda Plan developed by the Jordanian government, the EU-Jordan cooperation plan for bilateral assistance, the EU's support of the Jordan response plan, amounting to 2.1 billion euro, as well as increased cooperation in the fields of renewable energy and energy efficiency and education, most notably through Erasmus+ and eTwinning Plus. In addition, the High Representative put a special emphasis on the relaxed Rules of Origin scheme, from which Jordan had benefited since 2016, recalling that the two parties had agreed in December to amend the scheme to increase job creation. She cited the draft Action Plan Jordan as a welcome step towards this goal but pointed out that Jordan needed to further improve its business climate, in line with the five-year reform matrix set by the World Bank. Ms. MOGHERINI stressed the importance of the further revision of the Rules of Origin scheme, as well as the modernisation of the Pan-European Convention on Rules of Origins, which would benefit the value chains in the region as a whole. Finally, the High Representative reiterated the EU's readiness to

negotiate bilaterally a Deep and Comprehensive Free Trade Agreement (DCFTA) or other means to deepen trade and investment relationship, when Jordan is ready to do so.

Mr. HAHN commended the Jordanian government's efforts in pursuing sound macroeconomic policies. The Commissioner remarked that while certain reforms, such as the income tax law could have gone further, he was appreciative of the social and political sensitivities that adopting income and general sales tax policies entailed. Mr. HAHN reiterated the EU's commitment to assisting Jordan in its efforts to improve its growth prospects and reduce vulnerabilities, saying that the Commission was expected to decide on the release of the second and final tranche of the Macro-Financial Assistance (MFA) programme by the end of June 2019, which would disburse further 100 million euro.

Agreement on the new MFA programme, however, would be dependent on the fulfilment of two pre-conditions: agreeing on a disbursing International Monetary Fund (IMF) programme and the existence of significant uncovered external financing to be assessed by the Commission. The provision by the EU of additional low-cost and long-term financing was aimed at raising Jordan's debt sustainability, while preserving social spending. The Commissioner restated the EU's readiness to advance the negotiation process and to reach a comprehensive agreement, stating the EU's interest in exploring further the opportunities provided by the Mobility Partnership in this regard.

Mr. SAFADI noted that economic reforms had the full backing from all governmental branches in Jordan. He recalled that such reforms were implemented in the past, leading to the 7-8% annual growth that Jordan was generating 7-8 years ago. The numerous regional crises, however, including the Arab Spring, the Egyptian gas crisis, the deteriorating situation in Syria, the rise of Da'esh, among others, thwarted the positive economic trend in the country. The Minister added that despite social opposition, Jordan has successfully implemented the IMF sponsored economic reform programme, as the second annual IMF review showed. He added that having optimised its economy, Jordan's focus was now on growth, which was something the country could not achieve without external help, given that their budget was burdened by already fixed expenditures.

The Minister thanked the EU for providing the Macro-Financial Assistance loan, which had been instrumental in creating growth. He cautioned, however, against imposing unrealistic conditions on funding, citing a recent request to increase the services exports tax to 15%, a move that would make the ICT industry uncompetitive in a region where national industries are heavily subsidised. Mr. SAFADI reminded the Association Council that the situation was made more complicated due to

the presence of the Syrian refugees, whose needs had to be taken in consideration when conducting long-term economic and developmental planning, and demanded more flexibility and understanding on the part of international partners when providing financial assistance, due to the exceptional nature of the political and social situation in Jordan. He further elaborated that while the disbursing IMF programme requested by the Commission was in the pipeline, the other condition (providing guarantees for external funding) was not feasible or possible given the current circumstances. In addition, Mr. SAFADI called on actors to respect their financial commitments, pointing out that unmet pledges further complicate the macroeconomic situation in Jordan.

In conclusion, the Minister reiterated Jordan's full commitment to economic reforms, despite their unpopularity among the Jordanians, who were already burdened by high unemployment rates and constant cost-cutting exercises. He recalled the difficult regional situation, which was affecting industries, such as tourism and called for Jordan partners' help in creating new markets and moving forward.

Ms. MOGHERINI acknowledged the challenging economic situation in Jordan. She stated that the EU-Jordan cooperation was focusing on the connection between the job creation, notably by the private sector and through public-private partnership, public sector delivery, quality education and research and innovation. In addition, the High Representative mentioned that the bilateral exchanges on the EU list of non-cooperative tax jurisdictions had been fruitful. She expressed her appreciation of the progress made in adopting a number of amendments in line with international fair taxation criteria, recalling Jordan's commitment to become a member of the Global Forum on Transparency and Exchange of Information for Tax Purposes and to sign and ratify the OECD Multilateral Convention on Mutual Administrative Assistance in Tax Matters by the end of 2019.

On education, Mr. HAHN reiterated the EU's commitment to supporting academic and vocational training for Jordanian youth and Syrian refugees alike, with a particular focus on the access to labour market job opportunities, as well as the Union's support for Jordan's efforts to enhance competitiveness, equal opportunities, women's rights, good governance and inclusive growth. In this regard, the Commissioner noted the progress made on a number of projects and programmes, including Jordan's Human Resources Development Strategy 2016-2025, the revised Technical Vocational Education and Training (TVET) law to be adopted by the Jordanian Parliament and the new Expansion Plan of the National Aid Fund prepared by the Ministry of Social Development.

On research, Mr. HAHN also noted positives development, such as the signing of the Implementing Arrangement for Jordan's participation in the Partnership on Research and Innovation in the

Mediterranean Area (PRIMA), which would provide to Jordanian researchers concrete opportunities for jointly funded research on water managements and agriculture. On climate and the environment, Mr. HAHN noted the EU's support for the implementation of Jordan's Nationally Determined Contribution (NDC), including laws and policies, as well as the significant progress made on waste and wastewater treatment infrastructure. He also reiterated the EU's support towards fostering green transition in Jordan and meeting the 2030 Agenda for Sustainable Developments Goals, while considering the regional issues, including water security and states the Union's backing for regional water-related projects, including the Red Sea–Dead Sea Conveyance (RSDSC), developed together with Israel and the Palestinian Authority.

Mr. SAFADI expressed his gratitude towards the EU for supporting education-related projects in particular. Going back to macroeconomic support, he mentioned that Jordan would apply for an additional 500 million euro MFA programme, expressing hope that this additional funding will help Jordan address many of its issues in the areas noted by the Commissioner.

On the RSDSC, the Minister assured Jordan's commitment to the project. However, he expressed frustration with the lack of cooperation and communication on the part of the Israeli government, which put the implementation of the project in jeopardy. Citing the pressing water needs of Jordan, Mr. SAFADI announced that Jordan would be forced to unilaterally pursue a project designed to connect the Red and Dead seas, should the situation remain unchanged.

Mr. HAHN expressed his shared frustration with the lack of clear commitment from the Israeli side. He added that it might be time to consider alternative options and assured Mr. SAFADI that Jordan would have the EU's full support if they decide to do so.

Mr. SAFADI mentioned a number of laws being passed on vocational and technical skills, as well as a by-law on climate change adopted in accordance with the Paris Agreement and once again quoted the need for a new MFA to support Jordan's goal and meet the country's needs for external financing.

Ms. MOGHERINI expressed her appreciation for Jordan's commitment to human rights and fundamental freedoms, essential elements of the Association Agreement, quoting in particular the implementation of the deliverables agreed during the Human Rights Subcommittee meeting in February 2018 and the establishment of the first shelter for women victims of domestic abuse in Jordan. She further commended the country on accepting a significant number of recommendations provided at the Universal Periodic Review in Geneva in 2018. On fair representation, Ms.

MOGHERINI encouraged Jordan to consider the recommendations issued by the EU Electoral Observation Mission in 2016 and reiterated by the EU Election Follow-up Mission in November 2018, as a collaborative tool and praised the country's renewed commitment towards improving local governance through the national consultation process regarding decentralisation. The High Representative further underlined the EU's support for electoral reforms in Jordan, including through law adoption, mentioning in particular the Decentralization and Local Development Support Programme (DLDSP).

While acknowledging the progress made on strengthening the independence and capabilities of the judiciary, women's rights and promoting freedom of religion and belief, Ms. MOGHERINI nevertheless recognised that there were issues that remained insufficiently tackled. Those included enhancing access to legal aid, ensuring alternative measures to detention and addressing the lack of transparency of the State Security Court, gender-based violence, and early marriage and gender equality, the use of counterterrorism provisions to limit freedom of speech and expression. She further called on Jordan to criminalise all forms of torture and ill-treatment. Ms. MOGHERINI expressed regret that the de facto moratorium on death sentences has been broken and urged Jordan to reinstate it with the aim of ultimately abolishing the death sentence.

Mr. HAHN informed the Association Council that in 2020 Jordan would be allocated a further 15 million euro under the so-called "umbrella funds" provided to selected partner countries on the basis of their progress towards deep and sustainable democracy and the implementation of agreed reform objectives.

Mr. SAFADI confirmed Jordan's commitment towards electoral reforms, stating that the electoral laws had been amended and the 2016 elections were deemed fair and free by the international community. On human rights and torture, the Minister stated that any cases of torture were isolated and dealt with in accordance with the Jordanian law. Concerning the moratorium on the death sentence, Mr. SAFADI expressed regrets that it was broken but deemed it necessary in the context of growing radicalisation and the fight against terrorism.

Ms. MOGHERINI thanked the Jordanian side for participating in the signing ceremony of the Jordan-EU Framework Participation Agreement, stating that she looked forward to a fruitful cooperation in this area in the future, as well as exploring the possibility of concluding a formal agreement on the sharing of classified information.

## Closing remarks

Ms. MOGHERINI concluded by thanking the Jordanian Minister and the delegation for travelling to Luxembourg and the fruitful meeting and, on a personal note, also expressed her gratitude to His Majesty the King of Hashemite Kingdom of Jordan for his constant dedication to the Jordan-EU friendship and cooperation in many different fields. She considered that the common understanding on challenges and opportunities had been reinforced and provided fertile ground for building on the positive outcome of the meeting.

Mr. SAFADI expressed his thankfulness for the hospitality and for the prolific discussions which confirmed the alignment of visions for the future. He praised EU's support to sustain Jordan's resilience, to help the country seize the opportunities and progress within a wonderful but troubled neighbourhood.

### 5. **Point 5: POLITICAL DIALOGUE ON REGIONAL AND INTERNATIONAL ISSUES**

*This point was treated in an informal session.*

### 6. **Point 6: A.O.B**

*No issue was raised under this item of the agenda.*

## ANNEX I

ASSOCIATION  
BETWEEN  
THE EUROPEAN UNION  
AND JORDAN  

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The Association Council

Brussels, 14 June 2019  
(OR. en)

UE-RHJ 3302/19

### NOTE

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From: General Secretariat of the Council  
To: Delegations  
Subject: 13th EU-Jordan Association Council  
- Agenda

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1. Adoption of the Agenda of the 13th EU-Jordan Association Council
2. Adoption of the minutes of the 12th EU-Jordan Association Council
3. Brussels III Conference on the Future of Syria and the Region – Follow-up
4. EU-Jordan bilateral relations: Progress regarding the implementation of the Association Agreement and the EU-Jordan Partnership Priorities
5. Political Dialogue on regional and international issues<sup>1</sup>
6. A.O.B.

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<sup>1</sup> Point to be dealt with in the restricted session

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UE-RHJ 3302/19

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## **ANNEX II**

### **DELEGATION OF JORDAN**

**Mr. Ayman SAFADI**, Minister of Foreign Affairs and Expatriates of the Hashemite Kingdom of Jordan

**Mr. Yousef BATAINEH**, Ambassador Extraordinary and Plenipotentiary of the Hashemite Kingdom of Jordan to the Kingdom of Belgium, the Grand-Duchy of Luxembourg, European Union and North Atlantic Treaty Organization

**Ms. Zeina TOUKAN**, Secretary General of the Ministry of Planning and International Cooperation

**Mr. Mohammad TARAWNEH**, Deputy Head of Mission, Mission of Jordan to the EU

**Ms. Hala AL-FAWWAZ**, Political Officer, Cabinet of the Minister, Ministry of Foreign Affairs and Expatriates

**Mr. Sultan ALQAISI**, Political Officer, Mission of Jordan to the EU

**Mrs. Abeer JAMMAL**, Political Officer, Mission of Jordan to the EU

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## **ANNEX III**

### **DELEGATION OF THE EU**

**Federica MOGHERINI**, High Representative of the Union for Foreign Affairs and Security Policy\*

**Johannes HAHN**, Commissioner European Neighborhood Policy & Enlargement Negotiations\*

**Stefano GRASSI**, Head of HR VP Cabinet\*

**Olivier RENTSCHLER**, Deputy Head of Cabinet Mogherini\*

**Sibylle BIKAR**, Member of Cabinet Hahn\*

**Fernando GENTILINI**, Managing Director EEAS\*

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**Arend WULFF**, Chair, MaMa Working Group

**Angela MARQUES DE ATHAYDE**, Policy officer DG NEAR\*

**Francesco PRESUTTI**, Policy officer EEAS

**Dimosthenis MAMMONAS**, Desk officer, MaMa Working Group

*\* Participants to the restricted session.*

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**Nikos CHRISTODOULIDES**, Minister of Foreign Affairs

**Nicholas EMILIOU**, Permanent Representative of Cyprus to the European Union

**Stavros HATZIYIANNIS**, PSC Ambassador

**GREECE**

**Georgios KATROUGKALOS**, Minister of Foreign Affairs

**BULGARIA**

**Asya TSVETANOVA**, PSC Ambassador

**FRANCE**

**Nicolas SURAN**, PSC Ambassador

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**Luca Franchetti PARDO**, PSC Ambassador

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**Joanneke BALFOORT**, PSC Ambassador