



National Center for Human Resources Development

## **Al Manar Project**

# **Human Resources Information (HRI) Assessment Report: Case Study "Unemployment"**

NCHRD  
Amman, 2004

## **FOREWORDS**

*The European Training Foundation (ETF) in close cooperation with the National Center for Human Resources Development (NCHRD) in Jordan initiated the following pilot study report in the framework of the ETF multi annual project **Observatory Function development in Jordan**. The project was initiated in the framework of the co-funding mechanism between ETF and the Italian Ministry of Foreign Affairs through the establishment of a Trust Fund (initiated in 2003) in the MEDA region.*

*Special thanks are extended to each of the Jordan Observatory Function Task Force Members and their mother institutions (list in annex) that provided their time and high expertise to this initiative. The network set up has considerably reinforced the validity of the proposed recommendations and the ownership of its members and have positively impacted institutional capacities of the main human resource information providers in Jordan.*

*Support provided by the NCHRD staff, and in particular the high commitment and availability of his President Dr Masri and of the entire Al Manar team led by Dr Nader Mryyan, was sincerely appreciated.*

*The present report has been prepared by a team of experts: Ms Christine Guégnard, Mr Xavier Matheu, and Mr Musa Shteivi under the supervision of Mr Gérard Mayen, ETF Jordan desk officer. Thanks to Ms Ummuhan Bardak and Mr Henrik Huisfeld, Labour Market experts at ETF for their participation.*

## **LIST OF ABBREVIATIONS, ACRONYMS**

ACI	- Amman Chamber of Industry
CSB	- Civil Service Bureau
DOS	- Department of Statistics
ETF	- European Training Foundation
EU	- European Union
GDP	- Gross Domestic Product
HR	- Human Resources
HRD	- Human Resources Development
HRIKS	- Human Resources Information and Knowledge System
ILO	- International Labour Organisation
IS	- Informal Sector
ISCED	- International Standard Classification of Education
ISCO	- International Standard Classification of Occupation
ISIC	- International Standard Industrial Classification
JD	- Jordanian Dinar
LM	- Labour Market
LMI	- Labour Market Information
MOHE	- Ministry of Higher Education
MOE	- Ministry of Education
MOL	- Ministry of Labour
NCHRD	- National Center for Human Resources Development
NGO	- Non-Government Organisation
OECD	- Organisation for Economic Cooperation and Development
O.F	- Observatory Function
SSC	- Social Security Corporation
VET	- Vocational Education and Training
TVET	- Technical and Vocational Education and Training
VTC	- Vocational Training Corporation
WB	- World Bank
WTO	- World Trade Organisation
YEA	- Young Entrepreneurs Association

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## UNEMPLOYMENT IN JORDAN - EXECUTIVE SUMMARY

**T**he total estimated population of Jordan stands at 5,4 millions in 2003 among which 1,200,00 are the labour force. According to the Department of Statistics, the unemployment rate is around 15% of the labour force that means that some 160,000 Jordanians who want to work are without a job. Yet this general figure concerning the whole country conceals important differences according to the gender, age, training level, and governorate. This first common analysis reveals the need to improve the channels to successfully manage the transition from education to labour market, especially for young people, to develop training and work opportunities for women, with more support in rural governorates. Being young and being women represent a double source of difficulties to find a permanent job in Jordan.

The labour market dimension in Jordan reveals interesting characteristics with significant implications for understanding unemployment. First, the low economic participation rate is due to the age structure of the population, the high number of students, the low female participation in the labour market, and the retirement at an early age in the public sector. Second, there is an imbalance in the sectoral and gender distribution of the economic activities. In the last decades, trade increased its weight in the economic activity, while agriculture and construction with public sector declined. Public sector remains one of the largest sector (39% of workers) and its attractiveness is still high: more people applying for a government job, the public sector cannot supply a corresponding number of jobs to this growing demand. Only one activity, education, gathers 41% of women in contrast with male representation in various sectors.

Third, there is an unbalanced regional distribution of labor where Amman has more than the third of active population, employed and unemployed, in the country. Fourth, small firms with 1-19 workers account for 65% of total private employment outside agriculture. Beside, the informal economy or hidden employment (outside legal and regularly frameworks) represents a substantial and active part of the private sector workforce. Five, the labour market is also distorted by numbers of Jordanian labour expatriates, many of them holding high-skilled and professional occupations, and non-Jordanian workers in low-skilled and manual jobs in agriculture and personal services. Some 350,000 Jordanians are estimated (there is no official statistic) working abroad mainly in the Gulf while around 200,000 foreign employed are estimated in Jordan.

### Unemployment linked to diploma

In the distribution of the unemployed Jordanians, half of them have less than secondary level of education (53%, primary and basic education being the 38%). Women seeking for a job have a higher diploma than men: 76% of female jobseekers have more than intermediate diploma whereas 64% of male unemployed have less than a secondary education for the year 2003.

The European Training Foundation (ETF) in close cooperation with the National Center for Human Resources Development (NCHRD) initiated a study on Unemployment in Jordan. The analysis was based on the data contained in the Al Manar Information System. This report has been elaborated by a group of Jordanian experts involved in the Observatory Function that represents the major institutions providing or using information on human resources. A networking approach to process the available information helped developing knowledge both for individuals and institutions on that subject, and allowed elaborating proposals and recommendations for action to the main actors.

#### *Some definitions*

*Unemployed* is any person of 15+ years of age who is without job, able to work, available for work and is looking for work.

*Unemployment rate* is defined as the quotient resulting from dividing the total unemployed by the relevant labour force which itself is the sum of the employed and the unemployed.

*Economic activity rate* expresses the share of employed and unemployed people in comparison with the working age population.

*Labour force* represents all the economically active population including employed and unemployed Jordanians.

In fact, employment data shows that education has a significant impact on job opportunities. Among the composition of the employed Jordanians, men are also more represented with an educational level less than secondary (55%) while female workers have a higher diploma (31% college diploma and 37% bachelor and above). Women continue their studies before entering into the labour market, in order to be eligible for positions with acceptable conditions. Due to the lower female activity rate (11% against 63% for male), the highest one is after intermediate and university diploma (36%, 63%). *The growth of the economic activity rate for women or men in the labour force is related with their higher level of education.*

### A third of young people search for a job

The population structure is very young in Jordan with 21% of persons aged 15-24. *The risk of unemployment hits the youth more than any segment of the population*: almost 60% of jobseekers are below the age of 25 whether for women or men. The twenty five-forty age group represents one third of the total number of unemployed persons. The forty-fifty constitutes 7% of the jobseekers with a slight male majority. Whereas half of unemployed women are in the 20-24 age group (against 38% for men), only 4% are in the previous group (15-19 years old) against a representation of 21% for the young men. Women in an unemployment situation are more represented in the middle groups of age and less represented before 19 years and after 40 years of age.

Distribution of unemployed by age in 2003 (%)

	Male	Female	Total
15-19 years	20.7	3.6	17.0
20-24 years	37.6	54.6	41.2
25-39 years	31.6	39.4	33.3
40-54 years	8.7	2.3	7.3
55 +	1.3	0.1	1.2
Percent	100	100	100

Source: Al Manar (Department of Statistics)

The causes of youth unemployment include: little or no career guidance counselling for students and unemployed, little possibility to find satisfying work after graduation, the difficulty to obtain jobs compatible with their qualifications, the low wages and working conditions proposed by firms, the gap between the skills of graduates and the lack of clarification of employer needs, the social and cultural obstacles for women's full integration into the labour market (families are more selective for the female work place) and more widely the international and economical situations. Moreover 40% employed persons who want another job are under 25 aged. The main reason given by Jordanians to seek another or additional job is the insufficient earning followed by the working conditions.

Compared to the 15% unemployment rate in Jordan, the high unemployment rate among youth of 32% incites to support them particularly during the first few years after they leave school. Unemployment youth could be reduced through a combination of *encouragement to firms to develop quality jobs, counselling and better guidance in school for the entrance of graduates to social and professional life* (curricula design, vocational orientation and tools for achieving the latter...) and *in the labour market through upgrading the Labour Offices and Vocational Training Corporation's roles and capacities* (various services, training session, creation of enterprise...). Taking into account the challenging role to be taken by the youth generation in the Jordan society in the next future it is expected that new public and private sector policies will primarily address this group.

### Unemployment risk is greater for women

Women constitute 48% of the population but their economic participation rate does not exceed 12% of the total labour force. Jordan has one of the lowest female economic participation rates among Arab countries. One distortion in Jordan is that women have superior academic performance to men on high school and college but they do not contribute to the economy. They tend to choose the

training fields in which the market is saturated without job opportunities. Public sector is the favoured choice of new female entrants into the labour market, because of the benefits like long employment, working hours, retirement, social security, social status... Within the services sector, women are concentrated in activities that are traditionally associated with their gender roles, particularly in education, social and personal services.

The female unemployment rate is slightly higher than the male rate. In 2003, among the economically active population 21% of women and 13% of men are jobseekers. Men are more represented in short-term unemployment: 87% of male unemployed are less than one year, while women are more represented in long-term unemployment: *20% of female unemployed have been out of work since one year.*

These percentages should be increased if we add a number of non-active (discouraged) persons that would accept a suitable employment offer. Indeed, "discouraged people" who have lost a job, but not make an effort to find a new job in a given week are not classified as unemployed or even as in the labour force. This remark is confirmed by the answers given during surveys by non-economically active Jordanian population ready to work: half believe that no job is accessible for them. Even more discouraged, 15% of women are tired to try to find a work in contrast with 10% of male.

There are some obstacles that prevent women to fully participate in the labour market. During the last three years, between 80% of unemployed men have worked before, whereas most of the women are seeking for a first job.

Key indicators by level of education in 2003 (%)

	Male	Female	Total
<b>Unemployment rate</b>	13.4	20.8	14.5
Illiterate	10.7	2.6	9.8
Less than secondary	15.2	18.2	15.3
Vocational apprenticeship	21.3	20.4	21.3
Secondary education	11.4	16.8	12.1
Intermediate diploma	8.7	20.9	13.2
Bachelor and above	10.7	24.0	14.7
<b>Economic activity rate</b>	63.2	11.2	37.4
Illiterate	28.0	1.3	8.3
Less than secondary	61.7	3.5	34.9
Vocational apprenticeship	95.1	21.8	89.4
Secondary education	51.3	7.5	29.1
Intermediate diploma	89.6	35.7	57.5
Bachelor and above	83.8	63.0	76.2

Source: Al Manar (Department of Statistics)

Unemployed men and women are also different in their behaviour when seeking a job. The most common declared first method is the direct visit to establishments and work sites. For men, the relational system prevails either the private sphere, they seek assistance of relatives and friends. Generally, women use more the method of reading/watching and responding to ads in newspapers or television. Moreover the number of female applicants for the Civil Service Bureau is significantly higher: 107,500 female and 60,600 male applicants during the year 2003 and nearly 2,500 women and 2,700 men are finally appointed. The confidence in the Labour Offices is very low in all cases (4%).

It is clear that more employment prospects need to be created for women to satisfy their willingness to work with the involvement of all actors. Without particular prompting in the field of equality, the inequalities in the labour market will continue to augment. Enhance women's participation in the labour force is crucial for the Jordan economy by developing job opportunities to help them secure, decent and remunerative work in conditions of freedom, social security, economic independence and equality wages with men. It is only possible if policy-makers recognize that women's problems in the labour market are as important as those of men. The main proposal will be the *Gender mainstreaming* that means to incorporate *equal opportunities for women and men* into all policies and activities, to take into consideration of differences between their conditions, situations and needs.

### Disparities among governorates

In addition to individual criteria comes to light the diversity existing among the governorates throughout Jordan. The 1994 census indicates that 76% of families live in the urban area. The unemployed persons are concentrated in three governorates. Amman, Irbid and Zarqa represent for the three years considered more than two thirds of the total number of the unemployed. Amman alone concentrates the third.

Unemployment rate by Governorate in 2003 (%)

	Male	Female	Total
Amman	10.9	17.7	12.0
Balqa	13.1	18.9	14.1
Zarqa	12.8	19.0	13.4
Madaba	13.0	22.3	14.7
Irbid	14.9	25.1	16.4
Mafraq	19.2	25.8	20.0
Jerash	19.0	26.3	19.8
Ajloun	15.3	29.6	17.6
Karak	19.2	29.7	21.1
Tafiela	18.2	23.1	18.8
Maan	18.6	26.9	19.6
Aqaba	13.3	18.0	13.8
<b>Total</b>	<b>13.4</b>	<b>20.8</b>	<b>14.5</b>
Urban	12.5	19.5	13.5
Rural	17.0	26.9	18.3

Source: Al Manar (Department of Statistics)

To illustrate the contrasts, the rural population has an unemployment rate of 18% whereas in cities this level gets around 13%. However the rate of unemployment must be taken as an indicator resulting from economic phenomena as well as demographic, migratory or social ones. Three women and two men out of ten seek a job in Karak, Ajloun, Maan, Mafraq, and Jerash. *In rural area women face a much greater difficulty to access decent work.*

Applicants and appointees for public jobs also experience differences according to the governorates. Despite one third of the applicants for government posts are from Amman, a fourth from Irbid, the appointees are respectively 21% and 17%.

The low diversity of job offers, the reduced autonomy of jobseekers, their geographical isolation, the difficulties to get information incite to *encourage specific labour market and local measures.*

Taking into account the huge variety of different local situations and the socio-economic characteristics of the territory, the other proposal will be *to increase cooperation among key actors in the fields of education and employment, local authorities, municipalities and other services.*

### Workers in informal economy

Two major issues concern this sector and its incidence in the overall employment/unemployment situation in Jordan. The first refers to the lack of knowledge on the definition, dimension, characteristics and potentiality of it. The second one is related with the skills acquisition required for working in the informal sector and therefore the possibility to identify bridges and pathways to facilitate transition from these jobs to formalised employment. Informal workers are particularly vulnerable to exploitation by forced labour, with no legal and social protection. It is rather difficult to arrive at an accurate assessment, however about 200,000 persons are estimated currently working in informal sector.

In order to manage the labour market activities, a national framework measures and local applications should be improved such as *treating informal work as a legal issue, strengthening the dialogue with social partners and chambers of industry or commerce, promoting a local development approach that encourages partnership of the different stakeholders.* The emergence of *legislative measures* in order to protect the workers (with rights, minimum wage, tolerable hours and conditions, social security...), to decrease the paid taxes by the employers and to sustain the creation of entrepreneurship can as well contribute efficiently to informal sector's recession.

### Three strategic priorities for action

According to the findings of this report, three priorities are identified: *tackling youth unemployment and facilitating their integration in the labour market, promoting equal opportunities between women and men, developing the transition of employment from informal to formal activities.*

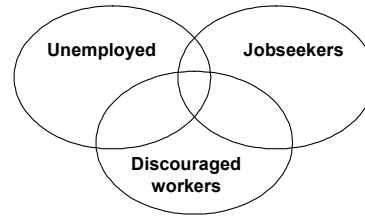
To achieve those priorities, the following general recommendations are designed to create education and employment opportunities and to manage labour market risks:

- To encourage specific labour market and local measures, as well as increasing cooperation among key actors in the fields of education and employment, regional authorities, and other services.
- To improve, and upgrade Labour offices, VTC, Ministry of Education and Al Baqua University roles and capacities all over the entire country in order to provide counselling guidance support to each Jordanian inhabitant, and with specific support to the weakest population (youth, women, discouraged workers), and strengthen their connexions.
- To enhance the role of social partners and firms in sharing responsibility in formulating education and training policies.

### How to improve the HR information System?

At the end of the study, the characteristics of unemployment in Jordan are better known. It is still needed to better *define the differences between the unemployed, the jobseekers and the discouraged persons* who represent the population excluded from the labour market.

According to the International Labour Office (ILO) definition, it is expected from the person not working to actively be seeking for a job. It might happen that some individuals do not fulfil all the criteria, and therefore they are considered as non-active: they have not been actively seeking for a job during the last four weeks, because after a period looking for it, they have not found an opportunity suitable with their qualification; or, they have been working for a limited number of hours in jobs not adequate to their professional potential, due to the fact that, in absence of a unemployment allocation they need to generate income for the family essential expenses...

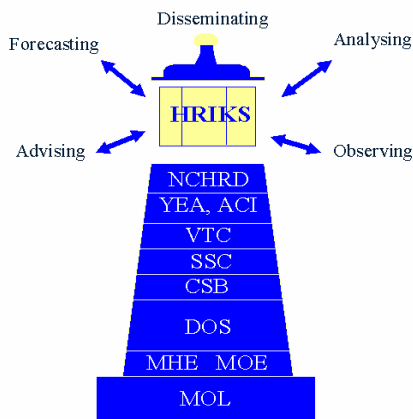


Moreover, if jobs are not available (as indicated in the information from discouraged workers, recorded in the study) after a certain period of job seeking, the search might be reduced. Or, not getting a substituting income, jobseekers might accept working in the informal sector or in professional fields outside their profession.

Taking into consideration that most of data sources have a limited scope, some weaknesses emerge from the analysis of unemployment. However, the next population census (November 2004) should improve the situation by providing a comprehensive basis.

In order to increase the transparency of the Jordan labour market, the main technical recommendation is to *reinforce the quality of data by improving:*

- *Common classifications,*
- *Tracer studies* (to know the professional situation of school leavers on the labour market),
- *More qualitative and quantitative information about the unemployed people and the informal sector,*
- *Further studies* in specific areas (wages, public sector, expatriate Jordanians and non-Jordanian workers, skill needs of firms...).



This lighthouse represents the Observatory Function in Jordan, the Human Resources Information and Knowledge System, and the main institutions involved in this project at the present stage.



## **1 – INTRODUCTION**

### **CONTEXT AND BACKGROUND**

Jordan's achievements in human development during the past 30 years have been impressive<sup>1</sup>. While being a middle-income country without significant natural resources, Jordan relies primarily on human capital for development and in comparison with most of other countries in the Middle East and North Africa region, the country has achieved to significantly reduce illiteracy thanks to the continuous improvement of the training and education system. Throughout the decades, the economy has distinguished itself as one of the better business environments in the region in terms of macroeconomic stability, trade access, and regulatory climate. Moreover, remittances from Jordanians working overseas have contributed as much as 25 percent to the country's domestic production as measured by gross domestic product (GDP)<sup>2</sup>.

The signature of the Euro-Mediterranean Free Trade agreement and the recent membership in the World Trade Organisation require responsive local labour markets (LM) and a labour force prepared to face these new challenges and make Jordan a competitive actor in a global environment. To prepare for the necessary modernisation of its society, the Jordanian Government has set out a National Social and Economic Action Plan (2004-2006) which aims to develop a sustainable socio-economic process and contribute significantly to reduce poverty. Nevertheless, with a current labour force that is growing at 4 percent a year, with poverty and unemployment still at 11.6% and 15% respectively, creating additional new jobs for young jobseekers is imperative-not only for economic growth but also for social stability.

In order to comply with the strategy above mentioned Jordan has initiated the development of a labour market information system managed by the National Center for Human Resources Development (a national agency in charge of coordinating educational reforms and foreign aid support in human resource sector) with support of Canadian International Development Agency. Since 2001 the European Training Foundation (ETF) has contributed to these coordinated efforts in supporting the reinforcement of Jordanian structures and mechanisms in charge of providing adequate and strategic information, indicators and analysis able to contribute to an efficient decision-making process in the development of human resource policies and more specifically Vocational Education and Training strategies responding to labour market needs (the Observatory Function).

To achieve this goal and through the involvement of a permanent and active network of the main institutions able to provide statistical data as well as main social partners and civil society partners, series of actions have been undertaken:

- (i) To raise awareness about the concept of Observatory Function (O.F),
- (ii) To develop a strategy paper and an action plan which would help the Jordanian government to develop a sustainable O.F able to provide analyses and scenarios for decision-making,
- (iii) To implement capacity building initiatives in order to reinforce Jordanian institutions and partners involved capacities,
- (iv) To reinforce national, regional (transfer of good practices with neighbouring countries) and international networking.

This action plan recommended undertaking a pilot analysis on a particular field of interest for Jordan in the field of Human Resources in order to test the capacity of the Information System developed through Al Manar project. A list of 12 themes was proposed among which analysis of unemployment situation in Jordan appeared as a priority. The objective of the pilot study is to undertake an assessment of the information referred to the unemployment in Jordan by means of processing, analysing the available data and promoting discussions among the Jordanian

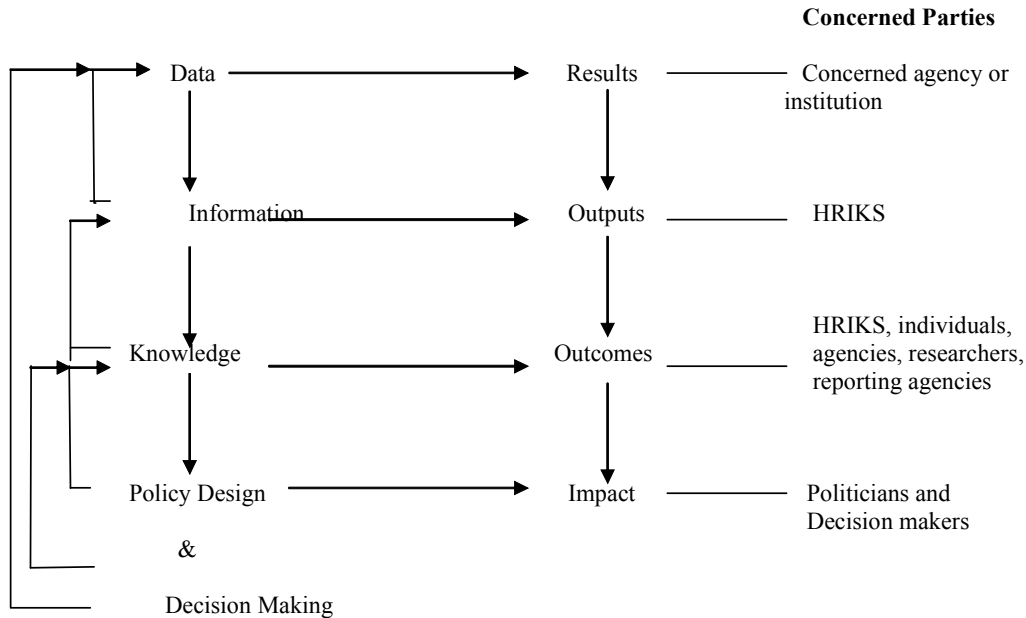
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<sup>1</sup> World Bank's Country Assistance Strategy for Jordan.

<sup>2</sup> Gross Domestic product = The total output of good and services for final use produced by an economy by residents and non-residents, regardless of the allocation to domestic and foreign claims.

Observatory Function Members in order to enable consensus-building on interpretation of the information and, in due course, on the recommendations at policy level through an ownership process.

The following diagram summarises the Observatory Function (O.F) cycle from "data to policies", or from "results to impact" as proposed in the above mentioned strategy paper and action plan<sup>3</sup> prepared by a Jordanian Task Force composed of representatives of the main stakeholders active in the field of collecting and using labour market information.



The goal was to undertake an assessment of the information referred to the unemployment in Jordan with support of ETF experts in order to:

- Enable consensus-building on the interpretation of the available information,
- Improve the Human Resources Information and Knowledge System (HRIKS) through feedback acquired during the study,
- Enhance the potential of the national HRIKS for utilization in policy-oriented research and studies,
- Transform the information identified in the HRIKS into knowledge that can be utilized by decision makers to have an impact on labour market policies and targeted activities.

The methodology applied has consisted to request a network of partners involved since the beginning in the O.F development to discuss and confront their views and understanding about unemployment on the basis of the available information in the Al Manar database. This was done by means of processing, analysing and interpreting the available information and promoting qualitative discussions among the Jordanian O.F. stakeholders. For that purpose two workshops were held on 12 July and 18 September 2004 at NCHRD premises in Amman with ETF experts' support. A first draft prepared by ETF experts was submitted during the first workshop. Members of the O.F Task Force network divided in groups discussed the information and analysis included in a first draft. These comments, discussions and missing data were introduced in a second draft. During the second workshop on 18 September 2004, the Task Force Members finalised the report on itself and discussed a set of recommendations. In addition a permanent exchange of information through electronic means was activated.

<sup>3</sup> "Strategy and Action Plan for A Human Resources Information and Knowledge System (HRIKS) in Jordan", ETF, December 2002.

A final seminar held in Amman in November 2004 has given the opportunity to expose the results of the pilot study in front of an audience composed of a high level representation of main Jordanian and international key stakeholders.

The present document represents the final and shared version of this first pilot study.

## **PRESENTATION OF THE REPORT**

The focus of this report is unemployment. However, considering that unemployment information in itself should be not used and analysed in isolation of other indicators or data, the report starts with providing an overview of the overall labour market situation in Jordan. After presenting the main data on employment by sector, age, gender and level of education, the case of non-Jordanian employees and employment in informal economy are highlighted on the basis of the information available as topics required special attention in the Jordanian labour market.

In analysing unemployment it is important to note that in countries without a comprehensive social security system such as Jordan, many workers cannot afford to be openly unemployed and search for scarce formal sector jobs. Instead, they are often forced to accept low productivity jobs in the informal economy. Furthermore, the definition and criteria of "informality" may require a different approach as those employees working in micro and small enterprises (with 1-4 employees) may not automatically be considered part of informal economy because of the fact that these companies are not legally obliged to be included under the Jordanian social security system. Therefore, openly unemployed may not always be the most disadvantaged or vulnerable at the labour market. As a consequence, the informal economy with many different variations represents a significant part of the economy and plays an important role in job creation. It is acknowledged that specific attention needs to be given to analyse these still not well-known parts of Jordanian labour market.

The report continues to look at understanding how to better define the unemployed population in Jordan, through their personal and professional characteristics. Particular attention is given to groups that are more likely to be exposed such as women, youth and a specific population defined as "discouraged workers" or under-employed persons, also the impact of education on the capacity to find (and keep) a job. In the Jordanian context because of the important place of the public sector, incentives as well as disincentives created by public sector for young entrants into the labour market and particular female interest for public jobs requires further research and interpretation of data. Finally, the report seeks analysing the disparities among regions as regards to unemployment.

In conclusion, two groups of recommendations are proposed: (i) a technical set proposing recommendations to main information providers in order to improve the quality of the information collected and (ii) a set of policy recommendations in order to tackle unemployment.

It is expected that these recommendations will support policy makers in their commitment and willingness to adapt the formal and informal education and training system and the entire labour market in Jordan.

## **2 – DEFINITIONS**

The main data used in this study report come from Al Manar information system. Every year Al Manar collects directly statistics on employment and unemployment from Department of Statistics (DOS), the Ministry of Labour (MOL), the Civil Service Bureau (CSB), and the Social Security Corporation (SSC). Al Manar publishes labour market and human resource development indicators since the year 2000. In this report the institution source is notified (in brackets) and a detailed list of information contained in the database is set out (in Annex 2). The main source from DOS is coming from the Employment and Unemployment Survey and following are the most definitions used in this document.

**Unemployed:** Any person of 15+ years of age who is without work or job, able to work, available for work and is looking for work. The person is considered “unemployed” if he satisfies the following criteria:

- a. Does not practice any work (i.e. is without work or job). In other words, he has not worked for one hour or more during the reference period and was not temporarily absent from work.
- b. Is available for work, that is, he is ready or prepared to receive work immediately whether during 7 days to the date of interview, or within 15 days following the date of interview.
- c. Is searching for work, i.e. he has taken specific steps and some of the time or all the time in search for work in a period close to the four weeks prior to the date of interview. These steps may include: registration and applying directly to the employers, searching for work at certain workers gatherings or assembly place; placing or answering advertisements in newspapers; seeking assistance of friends or relatives, etc.

**Unemployed people are of two types**

- a. Unemployed ever worked, that is, any person of 15+ years of age who did not practice any work or job during the four weeks prior to the date of interview, but he is able to work, available for work, looking for work, and has ever worked whether inside or outside Jordan.
- b. Unemployed never worked, that is, any person of 15+ years of age who did not practice any work or job during the four weeks prior to the date of interview, but he is able to work, available for work, and has never worked inside or outside Jordan.

**Unemployment Rate:** it is defined as the quotient resulting from dividing the total unemployed by the relevant labour force which itself is the sum of the employed and the unemployed. DOS that draws on household labour force surveys to calculate this indicator currently undertaken on a quarterly basis, uses the definition of unemployed adopted by the 13th International Conference of Statisticians. The indicator on the unemployment rate is probably the best-known labour market measure. When taken together with the employment-to-population ratio, these two measures represent the broadest indicators of economic activity and status in terms of the labour market.

**Youth Unemployment:** For the purpose, the term "youth" has been defined as comprising persons aged 15<sup>4</sup> to 24. The indicator consists in this report of two distinct measurements: a) youth unemployment rate (youth unemployment as a percentage of the youth labour force); b) youth unemployment as a proportion of total unemployment.

**Economic Activity Rate:** There are two types of economic activity rates. Crude activity rate is the number of economically active population divided by the total population. Refined activity rate refers to the number of economically active population divided by the population of 15+ years old working-age population in labour force. Economic activity rate used in the report refers to the refined rate. This refined activity rate expresses the share of employed and unemployed people in comparison with the working age population. It gives an indication of how many people of working age are actively participating in the labour market.

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<sup>4</sup> Those at 15 years of age are mostly at school, and very few are already working. However we keep this starting date as a standard definition of Youth.

Insufficient Employment (Underemployment): This refers to the employed persons of 15+ years of age, who desire to obtain a new or additional job, and are available for work during the reference period. Such persons should meet the following criteria: a) current work is insufficient in terms of salary or incentives; b) current work does not suit the educational qualification; c) the hours spent in current work are short. However, the ILO definition of underemployment only refers to the short hours.

Informal Economy: This is rather a complicated and controversial concept. There is a general agreement that the informal economy (or hidden employment) means being outside the legal and regularly frameworks, characterized by a high level of vulnerability. Workers in informal employment have normally instable and insecure jobs, with no legal and social protection, consisting of very long hours followed by inactive periods. It is used in this text to refer to the micro and small enterprises that employ four employees or less. However, this definition is based on the availability of data only and does not correspond to a particular conceptual framework.

Labour Force: It is all the economically active population including employed and unemployed Jordanians.

Urban and Rural: Each locality with 5,000 persons or more as revealed by the 1994 Census is considered urban.

### **3 – LABOUR MARKET DIMENSION**

Jordan has one of the lowest female economic participation rates among Arab states<sup>5</sup>. The total estimated population of Jordan stands at 5,4 millions in 2003 comprising 21% of young Jordanians aged 15-24. Jordan has a labour force of 1,175,109<sup>6</sup> with a large gender disparity. Women constitute 48% of the population but their economic participation rate does not exceed 12% whereas the labour force male participation reaches 63%<sup>7</sup>. Young people aged 15-24 years have a labour force participation rate of 28%.

### 3.1 – EMPLOYMENT, SECTOR, ECONOMIC ACTIVITY RATE

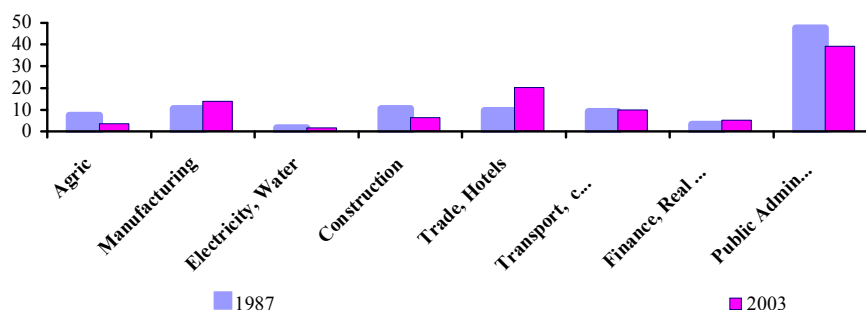
Public sector and service sectors constitute the largest sectors for the Jordanian employment. The evolution by type of sector activity reveals very interesting trends with significant implications for understanding unemployment in Jordan. Agriculture and construction have almost declined by 50% between 1987-2003. The majority of those working in these sectors are non-Jordanians workers. Another significant decline has taken place in the public sector in the same period. This trend can be attributed to cut in public spending and the privatisation of large state enterprises. These implications are far reaching especially for college and university graduates. On the other hand, the service sector witnessed highest percent of growth and accounts today for more than third of labour force. Trade is an increasing sector with nearly 20% of workers in 2003.

Table 1: Employment by economic activity and year (%)

	1987	1990	1995	2000	2003
Agriculture	7.4	7.3	6.9	4.9	3.6
Manufacturing industries	10.5	10.2	14.4	13.6	13.7
Electricity, Gas, Water	1.7	1.3	1.4	1.7	1.7
Construction	10.5	9.9	10.0	6.5	6.4
Trade, Hotels and Restaurants	9.8	10.1	16.2	19.5	20.3
Transport and Communications	9.2	8.5	9.2	9.6	10.0
Finance, Real estate...	3.3	3.2	3.8	4.9	5.3
Public Administration, Social Services...	47.6	49.5	38.1	39.3	39.0
Percent	100	100	100	100	100

Source: Al Manar (Department of Statistics)

Figure 1: Employment by type of economic activity, 1987 and 2003 (%)



Source: Al Manar (Department of Statistics)

The economic activity rate is still low and has declined since 1979 from 41.8% to 37.4% (table 2). It also has declined for men but almost doubled for women. The decline of the economic activity rate requires an explanation. Primarily this total *low participation rate is due to the importance of the*

<sup>5</sup> In contrast with other female economic activity rates (source "Jordan Human Development Report 2000"): in Syria (16%), Egypt (22%), and Morocco (27%), in Arab states (nearly 19%), in European Union (49%).

<sup>6</sup> Cf. "Human Resources Biannual Report", July 2004, Al Manar.

<sup>7</sup> These economic activity rates express the share of employed and unemployed people in comparison with the working age population (see definition).

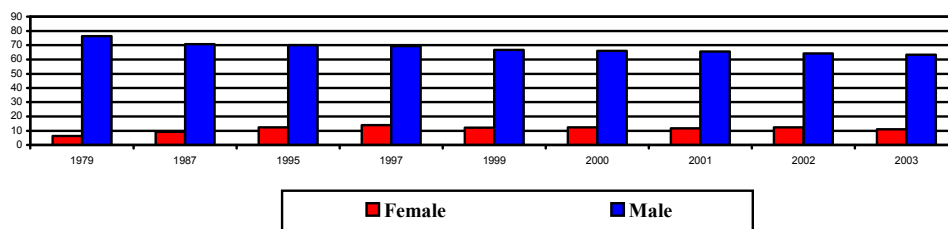
youth, the high number of students, the low female participation in the labour market probably for some sociological and cultural reasons, and also the retirement at an early age in the public sector. Moreover, employment surveys up until 1996 used to include non-Jordanian workers in the data sets, but they no longer do. Given the large size of the non-Jordanian workers in Jordan, excluding them from the analysis of the labour market might contribute to the distortion of the information about labour market statistics, creates a knowledge gap about the labour market and weakens the development of efficient employment policies in Jordan.

Table 2: Refined economic activity rates in Jordan (%)

	Male	Female	Total
1979	76.3	6.4	41.8
1987	70.7	9.3	41.0
1995	70.1	12.3	41.6
2000	66.1	12.3	39.4
2003	63.2	11.2	37.4

Source: Al Manar (Department of Statistics)

Figure 2: Evolution of the economic activity rates (%)



Source: Al Manar (Department of Statistics)

It is obligatory for firms of five employees or more to enrol in the Social Security Corporation (SSC). More recently individuals in smaller establishments and Jordanian expatriates could voluntarily enrol in the scheme. Nevertheless the percentage of the persons contributing to the social security to the total labour force is estimated almost 30% according to the Social Security Corporation<sup>8</sup>. However public sector may be considered as more attractive mainly due to social security benefit. The economic activity classifications are very limited (more than half of insured persons are considered as classified as others). Furthermore, the distribution of activities might reveal a bias towards large establishments rather than reflecting the actual distribution of these activities in the labour market.

<sup>8</sup> The micro-enterprises (< 5 workers) are not entitled to contribute to the Social Security Corporation. In addition, to these 416,000 (approx.) individuals contributing, there are a Government Pension, plus a Military Pension system which cover almost 100,000 beneficiaries. From 2004 on, the new civil servants and military staff will be incorporated into this system. The coverage of the social security should be increased proportionally around estimated 60% of employees.

Table 3: Insured employees by economic activity

	2000	2001	2002	Percent
Agriculture	6254	7146	8308	2.0
Industry	75231	77807	83197	20.0
Commerce	35281	35719	37092	8.9
Construction	15052	15052	15580	3.7
Transport	10010	9672	9634	2.3
Finance, banking	15870	15939	15858	3.8
Tourism	13668	11865	14074	3.4
Other services	194522	208346	232321	55.8
Unspecified	442	350	310	0.1
Total	366330	381896	416374	100

Source: Al Manar (Social Security Corporation)

### 3.2 – EMPLOYMENT, EDUCATION, OCCUPATION

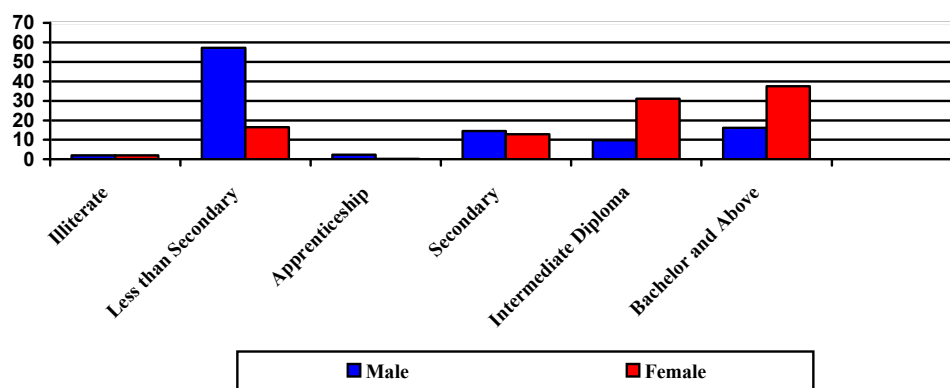
*Higher is the level of education for women, more they are employed.* Two thirds of the employed have secondary education or less while those with post secondary education are about third of the employed persons. There is striking gender differences in the employment patterns according to education. Almost two thirds of the employed women have post-secondary education while only fourth of men have post-secondary education. In the composition of the employed Jordanians, men are more represented with an educational level less than secondary (55%) while female workers have a higher diploma (37% bachelor and above and 31% college diploma).

Table 4: Jordanian employed by educational level in 2003 (%)

	Male	Female	Total
Illiterate	2.3	2.1	2.3
Less than secondary	54.9	16.2	49.6
Vocational apprenticeship	2.3	0.3	2.0
Secondary	14.5	12.8	14.3
Intermediate diploma	9.8	31.2	12.7
Bachelor and above	16.2	37.4	19.1
Percent	100	100	100

Source: Al Manar (Department of Statistics)

Figure 3: Jordanian employed by educational level in 2003 (%)



Source: Al Manar (Department of Statistics)

The occupational distribution of employment reveals that professionals, crafts, and service occupations account for more than one third of the occupational distribution (table 5). Elementary occupations and machine operators constitute for more than fourth of all the occupations.



However, the occupational distribution according to gender reveals that women are over represented in certain occupations as professionals, technicians and under represented in other occupations.

Table 5: Jordanian employed by occupation in 2003 (%)

	Male	Female	Total
Legislators, Senior Officials, Managers	0.3	0.3	0.3
Professionals	13.8	36.5	16.9
Technicians, Associate Professionals	8.9	31.1	11.9
Clerks	7.0	10.5	7.5
Service, Shop, Market Sales Workers	16.1	7.5	14.9
Skilled Agricultural, Fishery Workers	2.5	1.4	2.3
Craft, Related Trades Workers	18.6	6.9	17.0
Plant, Machine Operators, Assemblers	15.2	0.7	13.2
Elementary Occupations	17.6	5.1	15.9
Percent	100	100	100

Source: Al Manar (Department of Statistics)

### 3.3 – NON-JORDANIAN EMPLOYEES

*In spite of high unemployment there is a significant number of non-Jordanian workers in the Jordanian labour market.* A trend about labour market is that there are certain sectors that are dominated by non-Jordanians. Consequently, the social status assigned to these jobs is low which discourages Jordanians from seeking employment in these sectors and jobs. Additionally, private sector employees prefer non-Jordanian workers for variety of reasons (longer working hours, higher compliance). According to the Ministry of Labour there were around 148,351 non-Jordanian registered workers in 2003 comprising 17% of women (table 6). In addition, there is an estimation of another 50,000 non-registered people. The majority of them are Arabs: about half of them are Egyptians, while other large groups come from Syria and Iraq, and still others originate from India and the Philippines. Half of men and women are below the age of 30. Nearly 95% of women and 76% of men are without diploma.

The dominant economic sectors are the agriculture, manufacturing, social and personal services, followed by the construction, restaurants and hotels. This segmentation of the labour market along nationality lines is working as a huge barrier for Jordanians in general and women in particular in gaining entry to the labour market. However, the information about non-Jordanian workers based on the work permits is not accurate and can be misleading<sup>9</sup>: First, non-Jordanian workers do not necessarily work in the occupations registered in their permits. Second, these figures do not cover those who are working without work permits or illegally.

Table 6: Non-Jordanian workers holding work permits by economic activity in 2003

	Male	Female	Total	Percent
Agriculture	43162	224	43386	29.2
Mining, Quarrying	1968	8	1976	1.3
Manufacturing	22055	9657	31712	21.4
Electricity, Gas, Water	89	3	92	0.1
Construction	22405	38	22443	15.1
Trade, Restaurant, Hotels	16054	271	16325	11.0
Transport, Communications	1120	51	1171	0.8
Finance and Business	1762	30	1792	1.2
Social and Personal Services	14609	14845	29454	19.9
Total	123224	25127	148351	100

Source: Al Manar (Ministry of Labour)

<sup>9</sup> Department of Statistics used to release information about non-Jordanian workers in the employment surveys, a practice that it unfortunately no longer does. So, it is quite difficult to estimate accurately the size or the distribution of non-Jordanians workers in Jordan.

The Jordanian labour market is also distorted by large numbers of Jordanian labour expatriates. Some 350,000 Jordanians are estimated (there are no official statistics) working abroad, mainly in the Gulf, many of them hold high-skilled and professional occupations (Haan and Mryyan, 2003)<sup>10</sup>. At the same time there are around 200,000 estimated foreign workers in Jordan, employed in low-skilled and manual jobs.

### 3. 4 – EMPLOYMENT AND INFORMAL SECTOR

Unfortunately, there is no specific study or survey that documents specifically the activities of the informal sector in Jordan or gives an overview of its size, characteristics and problems. Haan and Mryyan (2003) have tried to estimate the informal sector using the Employment and Compensation of Employees Survey carried out by the Department of Statistics in 2001 and 2002. It was estimated that about 200,000 persons currently working in informal sector. The surveys collect statistics on number of firms and employment by different firm sizes. However, they identify two major limitations of the surveys:

- (i) Only registered business activities are covered.
- (ii) Home -and street- based activities are not included. In other words, it leaves out exactly those activities, which tend to be among the most important one of the informal sector, possibly responsible for half or more of total informal sector employment.

The survey shows that in terms of number of firms, firms with 1-4 workers make up more than 90% of the surveyed firms and firms with 5-19 workers another 8%. In other words, the micro-small enterprises sector constitutes 98% of all firms in Jordan.

Table 7: Private sector employment by firm size and economic activity (%)

	1-4 workers	5-19 workers	20-49 workers	50-99 workers	100+ workers	Total
Mining and Electricity	0,1	0,6	0,2	1,0	3,3	0,9
Manufacturing	17,5	29,0	31,3	38,2	38,1	27,3
Construction	0,6	3,7	12,6	12,8	10,9	5,2
Trade and Repair	57,2	30,0	16,9	11,4	3,9	35,7
Hotels and Restaurants	5,5	8,0	7,2	5,0	5,1	6,2
Transport s & Communications	1,0	6,4	6,4	4,9	4,0	3,4
Business Services	7,6	7,0	6,8	8,7	19,5	10,4
Social Services	4,5	12,1	16,5	15,1	14,9	6,9
Personal Services	6,2	3,1	2,1	2,7	0,4	4,0
Percent	100	100	100	100	100	100
	(45,8)	(18,8)	(7,5)	(6,5)	(21,6)	(100)

Source: Based on Employment Survey 2000 (DOS), prepared by NCHRD

Haan and Mryyan (2003) estimate the number of persons employed in firms with 1-4 workers to account for 46% of total private sector employment outside agriculture and firms with 5-19 workers another 19% (table 7). That means that micro-small enterprises are responsible for almost two-thirds (65%) of total private sector non-agricultural employment in the country. It is estimated that 12% of this micro-small enterprises employment concern foreign workers.

It is clear that trade and repair activities are by far the most important in terms of employment for both male and female (table 8). Their dominance in the employment of male may be caused to a large extent to the repair activities (and in particular car repair), while in the case of women could refer to house-to-house trading of garments and other items. For male manufacturing is the second most important activity (20%), while for women various sector services are an important source of employment.

<sup>10</sup> Hans Christiaan Haan, Nader Mryyan, 2003, "Skills acquisition for the informal micro-enterprise sector in Jordan", Draft report, World Bank, European Training Foundation.

Table 8: Estimate of the informal micro-enterprise sector (2000)

	Employment in firms 1-4 workers			Percentages		
	Male	Female	Total	Male	Female	Total
Manufacturing	33968	1488	35456	20	8	19
Construction	205	180	385	0	1	0
Trade and repair	108834	5239	114073	63	29	60
Hotels and restaurants	11361	0	11361	7	0	6
Transports & communications	1485	192	1677	1	1	1
Business services	7428	2851	10279	4	16	5
Social services	785	3991	4776	0	22	2
Personal services	8360	4146	12506	5	23	7
Total	172426	18087	190513	100 (90.5%)	100 (9.5%)	100 (100%)

Source: Based on Employment Survey 2000 (DOS), prepared by NCHRD

On the basis of this calculation (table 8) it is estimated that *the micro-enterprise sector in Jordan provides employment to some 190,000 persons*. This would be 41% of total private employment outside agriculture and 25% of total non-agricultural employment in Jordan. Nine in every ten micro-enterprise sector occupants are men, while less than 10% of the workers are women.

Still, in view of the data limitations, it is rather difficult to arrive to an accurate assessment of the size and structure of the informal sector. However, analysts suggest that the informal sector might be growing in size in Jordan.

## **4 – BREAKDOWN OF JOBSEEKERS**

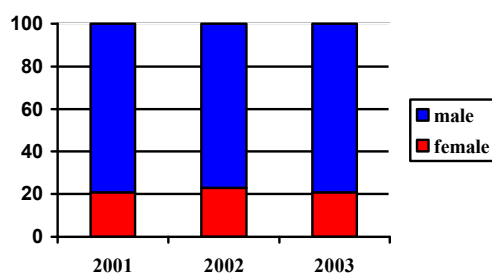
This analysis of the existing information focuses on sketching a picture of the unemployment in Jordan. Who are the jobseekers in Jordan? How to better define the unemployed, their personal and professional characteristics? During the year 2002, the number of Jordanian jobseekers, mainly unskilled or low skilled people, registered in different Labour offices in all governorates was about (10,031), and about (5,159) among them found a job. However, and according to other sources the jobseekers that registered at Ministry of Labour only cover less than 10% of unemployed persons.

*Unemployment in Jordan is the main challenge, which faces the Jordanian labour market. According to the estimates of the Department of Statistics, the unemployment rate is around 15% which means that some 160,000 persons who want to work are without a job<sup>11</sup>.*

### **4.1 – UNEMPLOYMENT AND GENDER**

Despite the difficulty in establishing the number of unemployed people in Jordan, it affects mostly men: in the three years considered, those unemployed are men in a proportion of between three fourths and four fifths (75%, 80%).

Figure 4: Distribution of unemployed Jordanians by gender (%)



Source: Al Manar (Department of Statistics)

It is important to contrast these distributions with the unemployment and activity rates by gender which underlines that women experience unemployment in a bigger extent in relation to men. In 2003, among the economically active population 21% of women and 13% of men are jobseekers (table 9). One active woman out of five is looking for a job. *Female unemployment rate is 50% higher than the male rate.*

Table 9: Key indicators in Jordan (%)

	Male	Female	Total
<b>Unemployment rate</b>			
1995	13.0	29.4	15.3
1997	11.7	28.5	14.4
2000	12.3	21.0	13.2
2003	13.4	20.8	14.5
<b>Economic activity rate</b>			
1995	70.1	12.3	41.6
1997	69.2	13.9	42.0
2000	66.1	12.3	39.4
2003	63.2	11.2	37.4

Source: Al Manar (Department of Statistics)

<sup>11</sup> "Human Resources Biannual Report", July 2004, Al Manar.

## 4.2 – YOUTH AND UNEMPLOYMENT

A characteristic feature of youth in Jordan is difficulty to obtain a job. Almost 60% of jobseekers are below the age of 25 whether for women or men (table 10). The twenty five-forty age groups represents one third of the total number of unemployed persons, higher for women (39%). The forty-fifty constitutes 7% of the jobseekers with a slight male majority.

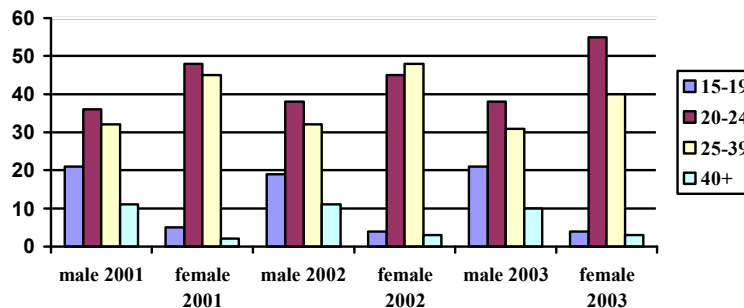
If we compare the composition of the youth there is a different behaviour in this respect between men and women. Whereas 55% of female unemployed are in the age group (20-24) (against 38% for male), only 4% of women are in the previous group (15-19 years old) against a representation of 21% for the young men. Women in an unemployment situation are more represented in the middle age groups and less represented before 19 years and after 40 years of age.

Table 10: Distribution of unemployed Jordanians by age in 2003 (%)

	Male	Female	Total
15-19 years	20.7	3.6	17.0
20-24 years	37.6	54.6	41.2
25-39 years	31.6	39.4	33.3
40-54 years	8.7	2.3	7.3
55 +	1.3	0.1	1.2
Percent	100	100	100

Source: Al Manar (Department of Statistics)

Figure 5: Distribution of unemployed by age groups (%)



Source: Al Manar (Department of Statistics)

The risk of unemployment hits the youth more than any segment of the population. The third of young people seek a job (table 11). The highest unemployment rate is among women of 20-24 years old (44%), among men of 15-19 years old (37%).

Table 11: Key indicators in 2003 by age (%)

	Male	Female	Total
<b>Unemployment rate</b>	13.4	20.8	14.5
15-19 years	36.9	38.6	37.0
20-24 years	24.8	43.6	28.2
25-39 years	9.5	15.1	10.5
40-54 years	5.7	2.9	5.3
55 +	3.1	3.0	3.1
<b>Economic Activity rate</b>	63.2	11.2	37.4
15-19 years	22.8	1.1	12.4
20-24 years	69.1	18.3	45.8
25-39 years	92.9	18.8	55.0
40-54 years	82.6	10.3	44.2
55 +	43.2	1.3	22.6

Sources: Al Manar (Department of Statistics)

### 4.3 – UNEMPLOYMENT INDICATOR LINKED TO THE DIPLOMA

In the composition of the unemployed Jordanians (table 12) the largest group according to educational level is people with less than a secondary education (53%, primary and basic education being the 38%). And men are represented in a 93% within this group: *a low level of education is the key to explain the unemployment situation among the male population.*

Table 12: Distribution of unemployed Jordanians by level of education in 2003 (%)

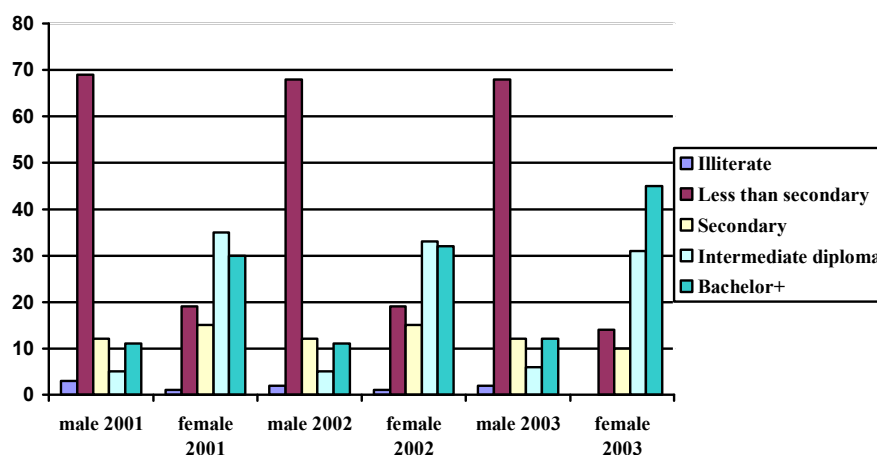
Level of education	Male	Female	Total
Illiterate	1.9	0.2	1.5
Less than secondary	63.6	13.6	53.0
Vocational Apprenticeship	4.0	0.3	3.2
Secondary education	12.0	9.8	11.5
Intermediate diploma	6.0	31.2	11.4
Bachelor and above	12.5	44.9	19.4
Percent	100	100	100

Source: Al Manar (Department of Statistics)

*Women seeking jobs have a higher diploma than men do:* 76% of female jobseekers have intermediate diploma and more whereas 65% of male unemployed have less than a secondary education (table 12). In the three years considered, between 31 and 35% women with intermediate diploma are unemployed while men only are represented between 5 and 6% (figure 6). In this level of education, women suffer unemployment 6 and 7 times more. The same applies to bachelors: only between 10 and 11% of male unemployed belong these levels of education (there is between three and four times more impact of female unemployment with this qualification level).

It is at the University level that the gap between men and women is the most telling. However, because of different reasons women in Jordan have a higher diploma. A serious interpretation of this point requires looking into the nature of their diploma and their unemployment period.

Figure 6: Distribution of unemployed by level of education (en %)



Source: Al Manar (Department of Statistics)

*The unemployment risk is greater for young women* and unemployment rate seems to increase for female population with more than a secondary education (24% for bachelor and above, in table 13). While men with lower educational find a job, women continue their studies before entering into the labour market, in order to be eligible for positions with acceptable conditions. Due to the lower female activity rate (11% against 63% for male), the highest one is for women after intermediate and university diploma (36%, 63%). It is also noticed that the economic activity rate is double for women who are never married than for married women (respectively 16% and 8%) while this rate is the highest for married men (73% against 54% for never married men). In fact, *the growth of the economic activity rate for women or men in the labour force is related with their higher level of education.*

Table 13: Key indicators in 2003 by level of education (%)

	Male	Female	Total
<b>Unemployment rate</b>	13.4	20.8	14.5
Illiterate	10.7	2.6	9.8
Less than secondary	15.2	18.2	15.3
Vocational apprenticeship	21.3	20.4	21.3
Secondary education	11.4	16.8	12.1
Intermediate diploma	8.7	20.9	13.2
Bachelor and above	10.7	24.0	14.7
<b>Economic Activity rate</b>	63.2	11.2	37.4
Illiterate	28.0	1.3	8.3
Less than secondary	61.7	3.5	34.9
Vocational apprenticeship	95.1	21.8	89.4
Secondary education	51.3	7.5	29.1
Intermediate diploma	89.6	35.7	57.5
Bachelor and above	83.8	63.0	76.2

Source: Al Manar (Department of Statistics)

### Tracer studies after VTC's training programs

Vocational Training Corporation is the main vocational training provider in Jordan (among others) and has carried out tracer studies. The data obtained in these follow-up studies could be indicative of the employment opportunities graduates in the different specialities might encounter when they seek for a job. The total number of graduates in the different types of VTC's Training Programs was 7,783 for 2002 and 6,420 for 2001.

The number of graduates from programs for the "limited skills" during the year 2001 was 1,074 in 26 specializations conducted at 20 training centres/institutions. The last tracer study was carried out over the period February-June 2003 by interviews of 220 graduates<sup>12</sup>. With an almost equal participation of women and men, these graduates are young: almost half of them (48%) are between 15-19 years old and another 27% between 20-25 years. *Half of graduates (53%) are unemployed one year and half after they left their training.* The percentage of graduates who work regularly and temporarily is 36% and 11% respectively in 2003 (table 14). The least successful in securing employment are training in information technology (computer skills) and the most successful training concerns metal fabrication and mechanical maintenance. *Over two thirds (68%) of those working are employed in an occupation related to area for which they received training.* More than two thirds of the employed graduates earn between JD 80-120. An unexpected 21% of the graduates found employment in the public sector. *Nearly 40% of graduates are working in the same place that provided their on-the-job training.*

Another tracer study was conducted in 2002 "for the craftsman level for the years 1999-2000" at 3 specialized institutes (metal industries, chemical industries and information technology). The total number of graduates was 199 including 8 females and 174 were interviewed (table 14)<sup>13</sup>. *Nearly 36% are unemployed with the highest percentage from computer programs (39%). 41% of graduates are working in the same place that provided their on-the-job training and 11% are self-employed. Two thirds of graduates are employed mostly in full-time work at the time of the survey.*

Table 14: Employment and unemployment after VTC's Program (%)

	Limited Skills Level for the year 2001	Craftsman Level for the year 1999-2000
Full-time work	36.0	62.1
Part-time work	10.6	2.3
Unemployed	52.5	35.6
Others	0.9	-
Percent	100	100
Interviewed	217	174

Source: Vocational Training Corporation

<sup>12</sup> And also 49 employers. Source: Vocational Training Corporation, 2003, "Summary Report tracing and Evaluation of Graduates from VTC's Programs for the limited Skills Level for the year 2001", Amman.

<sup>13</sup> Source: Vocational Training Corporation, 2002, "Summary Report tracing and Evaluation of Graduates from VTC's Programs for the Craftsman level for the year 1999-2000", Amman.

#### 4.4 – UNEMPLOYMENT DURATION AND METHODS OF JOB SEEKING

Men are more represented in the short-term unemployment (table 15): 87% of male unemployed are less than one year, while women are more represented in the long-term unemployment<sup>14</sup> in 2003. Around 3% of jobseekers have been out of the system for over two years. *20% of women have been out of work since one year.*

Table 15: Unemployed Jordanians by duration of unemployment in 2003 (%)

	Male	Female	Total
Less than 1 month	18.0	12.5	16.8
1-12 month	69.4	67.5	69.0
13-24 month	9.9	14.6	10.9
25 + month	2.7	5.4	3.3
Percent	100	100	100

Source: Al Manar (Department of Statistics)

If the characteristic feature of youth is the difficulty to obtain a first job, precariousness and short time working appear for twenty-five/forty age group and especially for the least qualified. Beyond forty years old the unemployment leading to exclusion of the labour market is caused by a lesser adaptability to the constraints of new working structures.

Table 16: Duration of unemployment (%)

	2000	2001	2002	2003
Less than a month	20	23	20	17
1-11 months	37	60	59	69
A year or more	41	17	20	14
Percent	100	100	100	100

Source: Al Manar (Department of Statistics)

It is noticed (in table 16) that 14% are estimated in 2003 as long-term unemployment (since one year or more). The figure for 2003 is very low either if compared with other international data or with the data from previous years. An explanation for these figures could be found in quality of the data used to obtain this result. Some cross-analysis should be done in this aspect in order to increase this quality. The fast reduction in the long-term unemployment during these last years can also be caused by the own definition of the unemployment situation. "Discouraged workers" who have lost a job, but not make an effort to find a new job in a given week are not classified as unemployed or even as in the labour force. This remark is confirmed by the answers given by Jordanians not economically active population available to work. Half of them believe that no job is available (table 17). Among those, men are more represented (57% on non-active adults) than women (47%). Disparities are noticed for the reasons given to not seek a job. More discouraged, 15% of women are tired to try to find a work in contrast with 10% of men, but 17% of women give other explanation especially among the youngest (24%)<sup>15</sup>.

If these data could be extra-pollled to these 14% of the population with long-term unemployment, they should be added to the number of non-active (discouraged) persons who would accept a suitable employment offer.

<sup>14</sup> Long-term unemployment = one year or more unemployed.

<sup>15</sup> It should be interested to know more about this type of answer (cause of marriage, children...?).



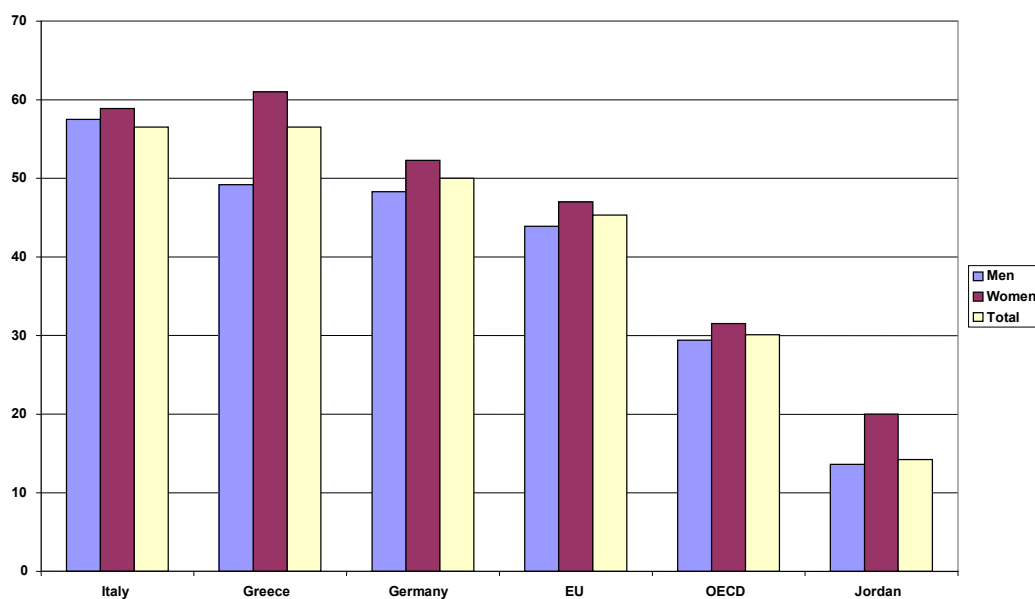
Table 17: Reasons for not economically active population available for work and not seeking work (%)

	Male	Female	Total
Believe no work available	57.5	46.7	53.1
Tired of seeking work	9.6	15.4	12.0
Do not know how to seek work	1.4	2.3	1.8
Can not find suitable work	14.8	12.2	13.7
Not qualified	6.1	6.4	6.2
Other	10.6	17.0	13.2
Percent	100	100	100

Source: Department of Statistics

It is also explained by the fact that in the Jordanian labour market system there is not a set of passive measures for protecting the unemployed for a number of months until they actually get a new job (unemployment benefit). This difference would explain the diverse behaviour of long-term duration in Jordan when compared with OECD countries. In 2003, for the whole OECD countries long term unemployment (>12 months) represented the 30% of the unemployed (figure 7). This proportion was increased up to 45% for the countries of the European Union. In three out of the thirty OECD countries long-term unemployed represent more than 50% of the unemployed, i.e. Germany (50%), Italy (58%), and Greece (56%). Anyhow, the data indicate that from the policy-design level, *active employment measures should concentrate on the unemployed at the very beginning of their job-seeking period, in order to prevent discouragement.*

Figure 7: Long-term unemployment (a year or more) according to gender (%)



Sources: OECD, Al Manar (Department of Statistics)

*Unemployed men and women are different in their behaviour when seeking a job* (table 18). The most common declared first method is the direct visit to establishments and work sites. Direct contacts and visits with employers are more characteristic for men (66%) than for women (51%). Probably for some sociological and cultural reasons, women tend to rely on a more structured and formalised system such as the enrolment to job public services: 19% apply for the Civil Service Commission (against only 3% for men). For men, the relational system prevails either the private sphere; they seek assistance of relatives, friends (13%). Despite the lower female activity rate in respect of male, and the higher incidence of unemployment (in absolute terms) among men than women, *the number of applicants for the Civil Service Bureau is significantly higher in the case of women.*

Table 18: Distribution of Jordanian unemployed by first seeking method in 2003 (%)

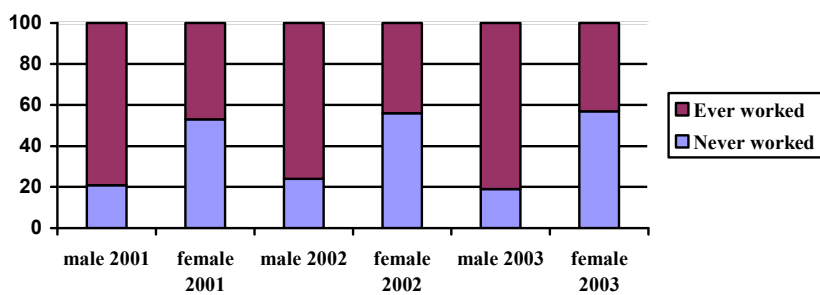
	Male	Female	Total
Reading, watching, responding to ads in newspapers, TV	12.7	13.9	13.0
Visit establishments and work sites	66.1	50.8	62.7
Seek assistance of relatives, friends...	13.2	8.6	12.2
Apply for work offices	3.5	5.2	3.9
Apply for Civil Service Commission	2.7	19.3	6.3
Other	1.8	2.2	1.9
Percent	100	100	100

Source: Al Manar (Department of Statistics)

Generally, women use more than male the method of reading/watching and responding to ads in newspapers and TV, excepted for the year 2003. The confidence in the Labour offices is very low in all cases, despite women use it a little more than men (5% of female unemployed against 3% male in 2003).

Moreover, *there are some obstacles that prevent women to fully participate in the labour market* (figure 8). In 2003, while most of male jobseekers have already a working experience (81%), for female those without a previous experience are more (57%) than those that have it (43%). During the last three years, between 75% and 82% of unemployed men have already worked before, while most of the unemployed women are seeking for a first job.

Figure 8: The unemployed Jordanians by status (%)



Source: Al Manar (Department of Statistics)

Nearly 81% of male and 43% of female jobseekers have a previous job experience. It would be interested to observe the types of sectors were employed men and women worked before seeking a job<sup>16</sup>. The following table shows the employed Jordanians by main current industries during the year 2003 (table 19). *Only one economic activity – Education - gathers 41% of women*, in contrast with men presenting in various sectors (20% in Wholesale and Retail trade, Repair, 18% in Public administration and Defence, 13% in Manufacturing...).

<sup>16</sup> No data are available about the type of industries and occupations were employed men and women worked before seeking a job and how long and the reasons they lost/quit their job.

Table 19: Employed Jordanians by main current industry in 2003 (%)

	Male	Female	Total
Agriculture, Hunting, Forestry	3.8	2.1	3.6
Manufacturing industries	12.6	10.7	12.4
Mining and Quarrying	1.4	0.3	1.3
Electricity, Gas, Water supply	1.9	0.4	1.7
Construction	7.2	1.1	6.4
Wholesale, Retail trade, Repair...	19.8	5.7	17.8
Hotels and Restaurants	2.7	0.7	2.5
Transport and Communications	11.1	2.8	10.0
Financial Intermediation	1.4	4.1	1.8
Real estate, Renting, Business activities	3.2	5.5	3.5
Public Administration, Defence...	18.4	5.2	16.6
Education	7.0	40.7	11.7
Health and Social Work	3.2	13.8	4.7
Other Community Social and Personal	5.7	4.9	5.6
Private Household with employed persons	0.2	1.3	0.2
Extra Territorial Organisations and bodies	0.3	0.7	0.3
Percent	100	100	100

Source: Al Manar (Department of Statistics)

The main reason given by Jordanians to seek another or additional work is the wage followed by work conditions. How many Jordanian employed persons want another or additional work<sup>17</sup>, for which reasons? This "insufficient" or "unsatisfied" employment refers to the employed persons of 15+ years of age who desire to obtain a new or additional job and are available for work. Nearly 8 out of 10 employed persons who want another job are paid employee and 40% are young under 25 aged. Nearly 70% of Jordanian people justify it with insufficient earning (table 20). In fact, the average monthly wages of social security participants reached JD 230 in 2000; JD 245 for Jordanian men and JD 192 for women<sup>18</sup>. Women consider as well work conditions and long hours as detrimental.

To develop further analysis, it is essential to obtain more information about the workforce wage rates, especially low-wage<sup>19</sup>, in relation to the working conditions such as the number of hours, the sector, jobs. The data of Department of Statistics indicate that half of Jordanian employed earn JD 100-199 in 2003; for the actual weekly hours of work, 38% employed persons declared to work 37-50 hours, 21% between 51-70 hours.

Table 20: Reasons declared by employed persons wanting another or additional work in 2003 (%)

	Male	Female	Total
Insufficient earning	70.1	57.6	69.0
Does not suit the educational qualification	2.4	5.0	2.6
Short hours	0.2	0.4	0.2
Long hours	4.0	7.6	4.3
Work conditions	15.7	17.6	15.8
Far from residence	0.5	1.3	0.6
Transportation difficulties	0.2	0.4	0.2
Does not like the present job	4.1	2.5	4.0
Other	2.9	7.6	3.3
Percent	100	100	100

Source: Department of Statistics

<sup>17</sup> This question in Employment and Unemployment Survey (DOS) mixes the two types of population. So, it is difficult to estimate the number of employed persons who want another work and the number who want an additional job.

<sup>18</sup> Source: "Annual report 2000", The Social Security Corporation.

<sup>19</sup> The low-wage definition used by OECD is a wage less than equal to two thirds of the median wage.

## **5 – SUPPLY AND DEMAND IN THE GOVERNMENT SECTOR**

*The public sector is one of the largest sectors of the Jordanian labour market with 141,000 employees working in the government departments according to the Civil Service Bureau. This sector is also a favoured choice of new entrants into the labour market. Who are Jordanian jobseekers looking to work at the government sector?*

*The number of applicants is significantly higher in the case of women. The number of persons presented to the Civil Service Bureau jumped from 77,625 in 1992 to 168,133 in 2003 of which female population form 64% (against 47% ten years ago). It seems that family and women tend to prefer government jobs, probably for the stability and security, shorter working hours and family balance... Two thirds of the applicants for these government posts are women, while the proportion by gender of those finally appointed is near to parity (they represent 48 % in 2003, down from 51 % in 2002). The Ministry of Education appoints the highest number nearly 60% of the total appointments with a slight female majority, followed by the Ministry of Health with 30% of total appointees.*

For the year 2003, nearly 2,700 male and 2,500 female applicants are finally appointed. Due to limited available vacancies and the increasing number of graduates, the percentage of appointments is 3.1 % out of the total applicants. Looking at the general trend, *men get better results than women: their recruitment rate<sup>20</sup> is 4.5 % while the female rate is 2.3 %.*

Table 21: Applicants and appointees during the year 2003

Qualifications	Numbers of applicants			Numbers of appointees		
	Male	Female	Total	Male	Female	Total
Doctorate	506	17	523	3	0	3
Specialized Degree	128	40	168	12	2	14
Master	1764	932	2696	68	75	143
Higher Diploma	260	494	754	18	30	48
Bachelor	38164	47758	85922	2310	1876	4186
Intermediate Diploma	15210	51485	66695	292	486	778
General Secondary	4592	6783	11375	0	0	0
Total	60624	107509	168133	2703	2469	5172

Source: Al Manar (Civil Service Bureau)

Holders of bachelor degree form the half of the total number of applicants followed by holders of community college diploma (intermediate diploma). The largest number of applicants is women holders of community college diploma, with a total number of 47,758. It is worth to be noticed that despite a significant number of students that ends their schooling at this level, the labour market (starting by the public employment offers) relies much more on the bachelors. This would explain, on the one side, the great job demand of those applying with this educational level (40% of the total number of applicants, and 48% of female applicants). On the other hand, the recruitment rate for this group is very low: while for the total number of applicants the appointment rate is 3.1%, for those with intermediate diploma is only 1.2%. Additionally there are also differences according to gender: female recruitment rate with just intermediate diploma is even lower (0.9%), while for male it increases up to 1.9%.

Those with educational level higher than bachelor get good success rate, even better for the youth. While the numbers of appointees in 2003 with bachelor degree are 85% of men and 76% of women, only 44% of female applicants have this educational level, whereas 63% of the male applicants are bachelors. A high proportion of 48% female applicants have only the intermediate diploma level, being only 25% of male with this lower educational level. A serious interpretation requires looking into the nature of their diploma and their occupation according to specialities in these governmental services.

<sup>20</sup> Recruitment rate = number of appointees/number of applicants X 100.

### Recruitment examples by field of education

The following information indicates some gaps between supply and demand in the governmental sector according to the field of education of applicants. For instance, the recruitment rate is higher for nursing, 40% for men and 29% for women. On the contrary, there is an important number of applicants after studies on General Science or Financing and Banking and for which the appointments are very weak.

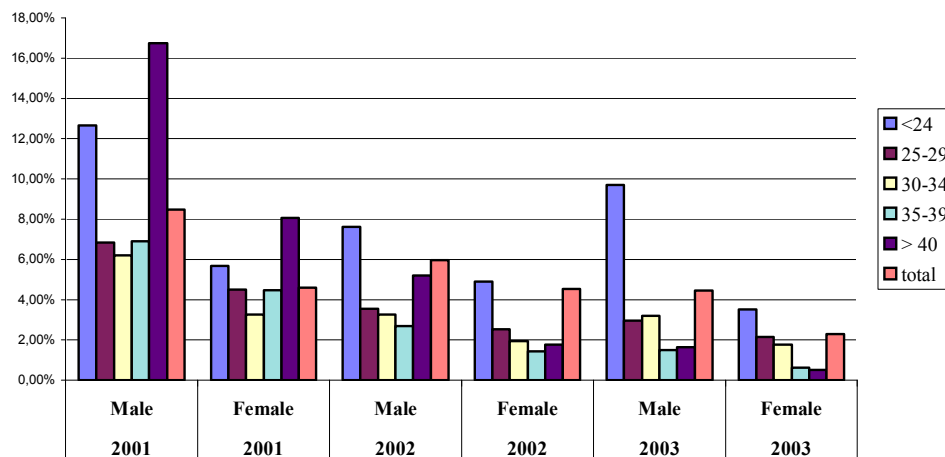
Table 22: Applicants and appointees by field of education in 2003

	Applicants		Appointees	
	Male	Female	Male	Female
Nursing	879	913	356	267
Geography	432	1074	34	31
Financing and Banking	1046	1558	1	1
General Sciences	121	1120	1	1
Computer Sciences	1766	1180	179	103
Mathematics	605	2492	174	153
Midwife	0	134	0	81
Business administration	2745	3940	45	52

Source: Al Manar (Civil Service Bureau)

The difference in the recruitment rate for those older than 40 years of age for the year 2001 and next is due to a change in the weighting of the different criteria during the recruitment procedure. While in 2001 still seniority (or, more exactly, the number of years since obtaining the diploma) had an important weight in the final evaluation of candidates, in 2002 and further this weight was reduced, and accordingly the share of those appointed the group of >40 was reduced significantly for male and female.

Figure 9: CSB recruitment rates by age, gender and year (%)



Source: Al Manar (Civil Service Bureau)

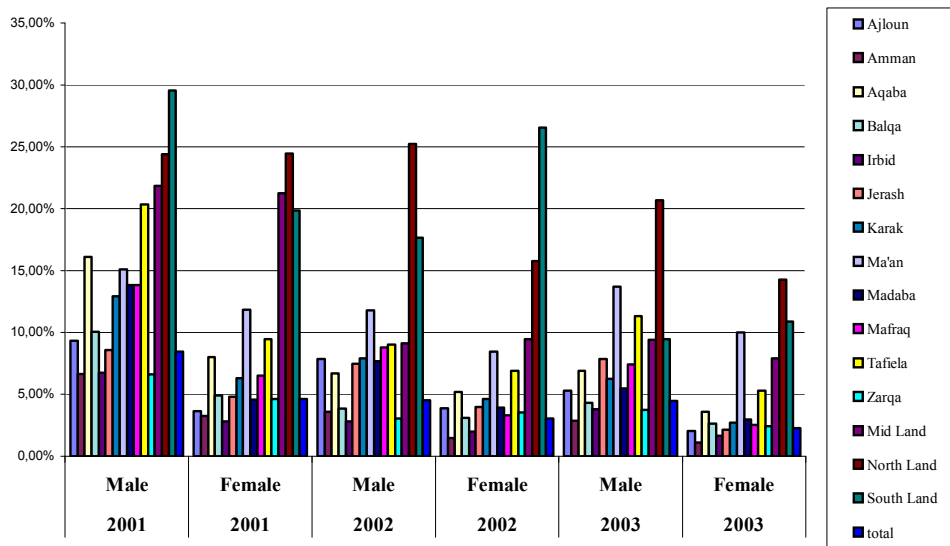
Those who are younger than 25 years obtain better results during the three years, than the total recruitment rate for their year and gender. While in 2003, for both male and female this is the only age group with higher rate than the total rate for its year and gender, in 2001 the rate for the different groups were closer to the total of year and gender.

Figure (9) also shows how the recruitment rate has progressively been declining, for all the age groups, gender and years. The only exception is the recruitment rate of male younger than 25, which experienced an increase in 2003 in comparison with 2002. This clearly reflects the gradual increase of the number of applicants in a process of reduction (from 2001 to 2002) or stagnation

(from 2002 to 2003) in the number of appointees. That is to say, *while the attractiveness of the public sector is still high, and more people apply for a job in that sector, it cannot supply a corresponding number of jobs to this growing demand.*

*Recruitment rates also experience differences according to the governorates for which the recruitment is made, as shown in the following figure (10) and table (23). The explanation for that can also be found in the criteria used during the recruitment procedure. Civil Service Bureau intends to select the civil servants from the candidates coming from their same district. If suitable candidates are not found in the district, they prioritise from the same governorate; and if no candidates are suitable from the same, they search on candidates from the neighbour governorates. The ratio of civil servants by population differs from one territory to another due to the fact that some of the posts are independent from the population they serve to, in the sense that a similar structure of administration is reproduced in each of the provinces. Therefore, the three less populated governorates (i.e. North, Mid and South Badia) register better results. Ma'an and Tafiela also obtain better than total recruitment rates in all the years and for both men and women, as shown in figure (10), which reflects the evolution in the recruitment rates by gender and year at each governorate.*

Figure 10: CSB recruitment rates by governorate (%)



Source: Al Manar (Civil Service Bureau)

*One third of applicants for government posts are in Amman, a fourth in Irbid (table 23). During these three years, the appointees from the capital city area are the highest number, nearly 3,588 (representing nearly 21% of the total appointees but 32% out of total number of applicants), followed by Irbid with the number of 2,987 (17% representing the total appointed but almost 24% of applicants). In 2003, in only four governorates, male success rate doubled that for female (Ajloun, Amman, Madaba, and Mafraq), but in Mid- and South Badia women obtained a better recruitment rate than men.*

Table 23: Applicants and appointees by governorate and year

	2001		2002		2003	
	Applicants	Appointees	Applicants	Appointees	Applicants	Appointees
Ajloun	4155	220	4704	238	5501	167
Amman	36800	1641	44919	1000	54159	947
Aqaba	1519	162	1826	104	2360	111
Balqa	9133	607	10818	362	12886	415
Irbid	29535	1259	33624	774	38890	954
Jerash	3860	241	4461	236	5421	234
Karak	6180	513	7189	403	8545	328
Ma'an	1505	192	1793	169	2291	255
Madaba	3717	273	4241	215	5028	189
Mafraq	2856	252	3421	172	4255	173
Tafiela	1821	224	2107	157	2587	181
Zarqa	15504	834	18390	617	21648	641
Mid Badia	1115	239	1358	127	1528	128
North Badia	1415	346	1738	329	2201	362
South Badia	592	134	684	162	833	87
Total	119707	7137	141273	5065	168133	5172

Source: Al Manar (Civil Service Bureau)

## 6 – UNEMPLOYMENT IN URBAN AND RURAL GOVERNORATES

Three governorates (Amman, Irbid and Zarqa) gather the absolute majority of the unemployed both men and women. The unemployment phenomenon is affecting them in lower intensity than other governorates. According to the distribution of population, Amman, Zarqa and Irbid together represent the 71% of the Jordanian population, but only 67%-69% of the total Jordanian unemployed men and 67%-68% the respective women.

On the contrary, the second group of governorates have a higher proportion of unemployed (both for men and women) than their weight in relation with the overall Jordanian population. While Balqa, Mafraq and Karak together represent the 15% of the population their unemployed accounts for 16% to 18% of the unemployed.

The 1994 census indicates that 76% of families live in the urban area. Amman, Irbid and Zarqa represent for both sexes and the three years considered more than 2/3 of the total number of the unemployed (table 24). Amman alone concentrates a little bit less than 1/3 of the total unemployed men and a little bit more than 1/3 of the total women. While male unemployment in the capital have slightly decreased in the three years considered, female unemployment have only decreased from 2001 to 2002 but have remained stable from 2002 to 2003 (figures 11, 12).

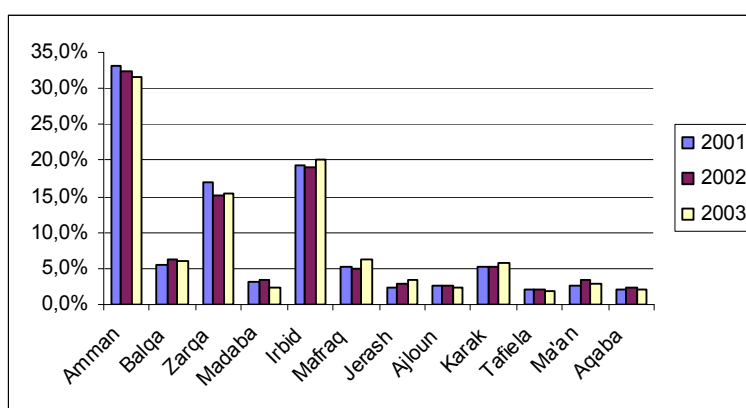
Table 24: Distribution of unemployed by governorate in 2003 (%)

	Male	Female	Total
Amman	31.5	37.1	32.7
Balqa	6.0	6.6	6.1
Zarqa	15.4	10.7	14.4
Madaba	2.5	3.4	2.7
Irbid	20.2	20.8	20.3
Mafraq	6.2	3.9	5.7
Jerash	3.4	2.3	3.2
Ajloun	2.2	3.0	2.4
Karak	5.7	7.3	6.0
Tafiela	1.9	1.4	1.8
Maan	2.8	2.1	2.7
Aqaba	2.1	1.3	1.9
Percent	100	100	100

Source: Al Manar (Department of Statistics)

Regarding the distribution of unemployed by governorate and gender, they follow the same pattern in the different territories, with some differences in Zarqa and Irbid, where unemployment rates are bigger for men than for women.

Figure 11: Distribution of male unemployed by governorate (%)



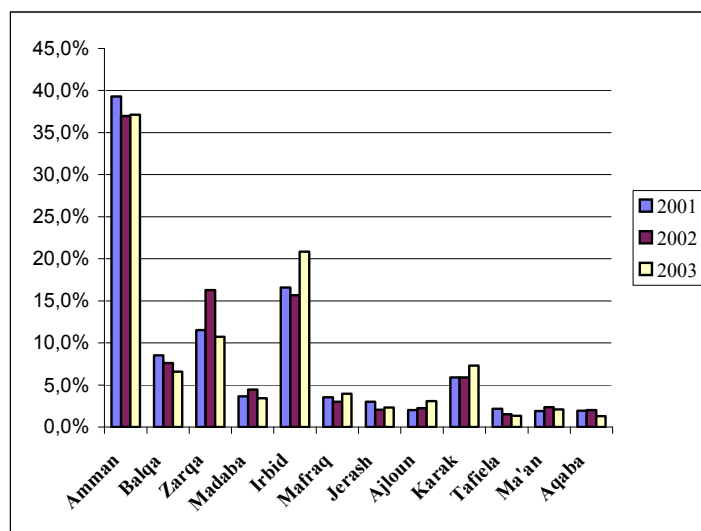
Source: Al Manar (Department of Statistics)



The next group of governorates with higher proportion of unemployed are Balqa, Mafraq and Karak, with percentages bigger than 5% of the total number of unemployed (with the exception of women in Mafraq, who are below this figure). The three governorates together constitute between 16% and 18% of the all unemployed Jordanians. While unemployed women have decreased in Balqa during the three years considered, there have been increased in the unemployment weight of Mafraq men and Karak women.

In the first group of governorates where the highest number of unemployed is concentrated, their proportions are smaller than the proportion of their population in relation with the overall Jordanian population.

Figure 12: Distribution of female unemployed by governorate



Source: Al Manar (Department of Statistics)

Disparities are also noticed in the unemployment rate by governorate: 13% in urban, 18% in rural governorates (table 25). Three women and two men out of ten seek a job in Karak, Ajloun, Maan, Mafraq, and Jerash.

Table 25: Unemployment rate by governorate, urban and rural in 2003 (%)

	Male	Female	Total
Amman	10.9	17.7	12.0
Balqa	13.1	18.9	14.1
Zarqa	12.8	19.0	13.4
Madaba	13.0	22.3	14.7
Irbid	14.9	25.1	16.4
Mafraq	19.2	25.8	20.0
Jerash	19.0	26.3	19.8
Ajloun	15.3	29.6	17.6
Karak	19.2	29.7	21.1
Tafila	18.2	23.1	18.8
Maan	18.6	26.9	19.6
Aqaba	13.3	18.0	13.8
<b>Total</b>	<b>13.4</b>	<b>20.8</b>	<b>14.5</b>
Urban	12.5	19.5	13.5
Rural	17.0	26.9	18.3

Source: Al Manar (Department of Statistics)

The following table 26 represents the differences between the percentage of unemployed in each governorate and year, by gender, and the weight of the governorate population in relation with the overall Jordanian population. Figures in *italics* represent the governorates where the difference is negative, that is to say the proportion of those unemployed (when compared with all the Jordanian unemployed) is lower than that of the governorate population (when compared with all the Jordanian population), in more than 1 percentage point. Other **bold** figures represent the cells where the proportion of unemployed in a certain governorate (for a certain year and gender, and compared with all the Jordanian unemployed) is bigger than their proportion of the governorate population in respect to the Jordanian population.

Table 26: Comparison between unemployment and population distribution by governorate

	2001	2001	2002	2002	2003	2003
	Male	Female	Male	Female	Male	Female
Amman	<i>-4,9%</i>	<b>1,3%</b>	<i>-5,5%</i>	<i>-1,0%</i>	<i>-6,5%</i>	-0,8%
Balqa	<i>-1,1%</i>	<b>1,9%</b>	-0,2%	<b>1,0%</b>	-0,6%	0,0%
Zarqa	<b>1,2%</b>	<i>-4,2%</i>	-0,5%	0,6%	-0,3%	<i>-5,0%</i>
Madaba	0,5%	<b>1,0%</b>	0,7%	<b>1,8%</b>	-0,1%	0,8%
Irbid	<b>1,5%</b>	<i>-1,2%</i>	<b>1,3%</b>	<i>-2,1%</i>	<b>2,4%</b>	<b>3,0%</b>
Mafraq	0,6%	<i>-1,1%</i>	0,3%	<i>-1,6%</i>	<b>1,6%</b>	-0,7%
Jerash	-0,6%	0,1%	0,1%	-0,9%	0,5%	-0,6%
Ajloun	0,4%	-0,2%	0,4%	0,1%	0,0%	0,9%
Karak	<b>1,2%</b>	<b>1,9%</b>	<b>1,2%</b>	<b>1,9%</b>	<b>1,7%</b>	<b>3,3%</b>
Tafiela	0,5%	0,7%	0,5%	0,0%	0,4%	-0,1%
Ma'an	0,7%	0,0%	<b>1,6%</b>	0,5%	0,9%	0,2%
Aqaba	0,2%	0,0%	0,3%	0,0%	0,1%	-0,7%

Source: Al Manar (Department of Statistics), prepared by ETF

Reading: Figures in *italics* represent the governorates where the proportion of unemployed is lower than the governorate population in more than 1 percentage point. In contrast, other **bold** figures represent the governorates where the proportion of unemployed is bigger than their population.

From the second group considered, Karak is the only governorate where both men and women have all the figures in bold, that is to say, both the male and female unemployed are more represented in the unemployment group than their respective weight in the overall population.

In Irbid, while unemployed women are less represented (exception made of the year 2003, when there is a difference of 3 percentage points), male unemployed are more represented than the governorate population in respect to the overall population.

In Amman, male experience lower unemployment than their weight in the distribution of population; the difference between the unemployment percentage and that of the population varies from 5 and 6%. Female unemployed were more represented in the year 2001, but the figure improved in the next two years to a more positive result.

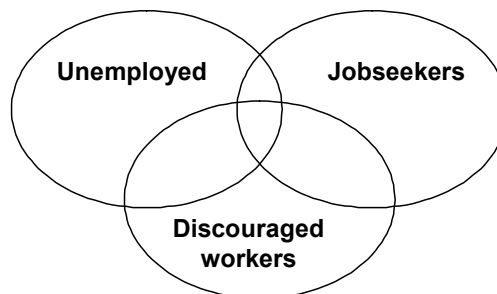
## **7 – CONCLUSIONS AND RECOMMENDATIONS**

The present study on Jordanian Unemployment has been elaborated with the information and data contained in the Al Manar Information System. Only in some few cases it was needed to use information from other sources. As a positive conclusion one can say that the Information System on Human Knowledge Resources developed during the last years in Jordan is now able of providing data for the analysis for most of the relevant information produced by the different national statistical suppliers. A networking approach to process the information available allows elaborating proposals and recommendations for action to the main actors and develops knowledge both for individuals and institutions.

This is the result of years of patient and constant work to bring main actors together in view of elaborating the information in a compatible format between the different sources and through this process reducing the gaps and dark areas. But it has also been possible thanks to a capacity building process aiming at developing a network of relevant protagonists from public and private sectors active in human resources and labour market areas. All together, they combine a sound and diverse set of competences and expertise that allows developing a deep and comprehensive interpretation of the available information. The analysis done by the network has produced new knowledge able to feed the decision making process and to identify proposals to improve the information system itself, and new competencies and skills to the participants. From this perspective, the pathway run by the Observatory Function in Jordan is impressive. This study witnesses such a capacity and should be considered as a first step to undertake new regular analysis by keeping on this track.

The recommendations that follow in this section intend to improve the unemployment situation in the country – through a set of proposals directly issued from the unemployment situation, such as defined by the available data and the analysis undertaken. In addition, it also contains recommendations for improving the information system itself, in the understanding that despite the progress already achieved, there is still room for better quality of the information and for increasing the transparency of the Jordanian labour market. Only through these efforts the different actors in the field will be able to put forward policy options to tackle the huge challenges that the unemployment trends represent for the future.

At the end of the study, the characteristics of unemployment in Jordan are better known. Nevertheless there is a need, for instance, to better define the differences between the unemployed (according to the International standard definition agreed by the different countries in the International Labour Organisation), the jobseekers and the discouraged workers, who together represent the population excluded from the labour market.



As recorded in the definition section, the International Labour Organisation (ILO) establishes four criteria to consider a person as unemployed. When producing the surveys that calculate the number of the unemployed in the country, it might happen that some individuals do not fulfil all the criteria, and therefore they are considered as non-active (i.e. they have not been actively seeking for a job during the last four weeks, because after a period looking for it, they have not found an

opportunity suitable with their qualification; or, they have been working for a limited number of hours (only one hour during the reference period!) in jobs not adequate to their professional potential, due to the fact that, in absence of an unemployment allocation they need to generate income for the family essential expenses, etc.).

The ILO definition is convenient for countries where unemployed persons receive a social protection, and labour offers are not covered. In such a situation, it is expected from the person not working to actively be seeking for a job. But, if the jobs are not available (as indicated in the information from discouraged workers, recorded in the study) after a certain period of job seeking, the search might be reduced. Or, not having a substituting income, the jobseekers might accept works in the informal sector or in professional fields outside his/her profession.

## **7.1 – TECHNICAL RECOMMENDATIONS TO IMPROVE THE INFORMATION SYSTEM**

Some weaknesses emerge from the analysis of the information available concerning unemployment situation in Jordan: most of the data sources have a limited scope, and in some cases it is difficult to assess their coverage. In addition to the following recommendations it is expected that the population census to be conducted this year should improve the situation, by providing a comprehensive basis.

*The main technical recommendation is to reinforce the quality of data by improving common classifications, unemployment system statistics, tracer studies, reliable qualitative and quantitative information about the informal sector, and further studies in specific areas.*

### **- Common Classifications**

As regards the more "technical" aspects, the priority lies with the development of a common language between all actors through an agreed set of codes and classifications complying with the national and international systems. There is a general consensus on the need to adopt common classifications, to process towards an harmonization and standardization of the questionnaires/forms (for example with the support of Chamber of Industry or Commerce for employers) which would entail for revision of data produced and agreement on data which are required. For example, the DOS Household survey distinguishes the public sector employees, whilst the CSB refers to the governmental employees, thus impeding data comparison. More over, some data are of difficult use due to the lack of harmonization of classification systems used for economic activity, occupation, fields of education in MOL, SSC, CSB, VTC... (see Annex 2). The objective will be to require institutions commitment as to harmonize their classifications as proposed by Al Manar.

### **- Unemployment System Statistics**

Main definitions of unemployment exclude persons who want to work but are not actively seeking work, because they feel that no work is available or they face discrimination or social and/or cultural barriers. The proposal is to request Labour offices and DOS to provide more qualitative and quantitative information in order to identify who is really unemployed and searching for job. For example, according to the available statistics, we don't know the origin of activity sector, the length of working experience, the previous jobs, the still mobilized skills, the real qualifications of the jobless, and even less their expectations. According to the findings of this report, it is needed to obtain a clearer picture of people in long term unemployment and of the "discouraged workers". It would be useful to compare qualitative data concerning the jobseekers, information about employments, by professions or trades for which one notices a development in the enterprises, and/or an important fluidity in the labour market. Later the implementation of a jobseekers panel, which are questioned at regular interval during several years, would allow following their paths and better knowing the efficiency of public measures or training courses carried out for people facing difficulties.

### **- Tracer Studies (to know the professional situation of school leavers on the labour market)**

Another issue concerns the relationship between the educational system and the labour market. In the objective of a better professional integration of the youth, one recommendation will be the development of surveys permitting to understand their position in the labour market. These surveys

about school-to-work transition would help clarifying the effectiveness of the training courses to access the labour market, the job opportunities in professional sectors or trades according to the levels of diploma/qualification.

*- More reliable Qualitative and Quantitative Information about the Informal Sector*

Another non-negligible element linked to upheaval of the Jordan economy is the informal sector. Most of the countries facing it, meet a common difficulty to quantify the extent of the phenomenon and find a cure for it. One formula doesn't exist allowing defining accurately this hidden face of the labour market. So it will be useful to find a common definition of informal sector in Jordan, to analyse its activities, the workers characteristics and more generally to clarify more what occurs in the "informal sector" in Jordan. The fact that micro-enterprises (less than 5 employees) are not obliged to contribute to the Social Security generates, in what concerns the information on employment, a dark area that reduces the transparency of the labour market. In view of the recent character of new labour organisations, the analysis non-repressive of these practices can reveal the existence of job "niches" especially helpful for the jobseekers.

*- Specific areas for Further Studies*

Identifying the labour market training needs requires knowledge of the national productive system evolutions. At that stages some aspects are not well documented or understood both in quantitative and qualitative terms such as: the comparison between median wages produced by DOS and SSC by gender, level of education, sector, occupation, age; the effects of the public sector on incentives on the total labour market in Jordan, comparative information with other Arabic countries; the identification of expatriate Jordanians and non-Jordanian workers; the investigation of enterprises about their actual or future needs.

The following tables contains the detailed proposals addressed to the institutions in charge of providing information in the field in order to improve the collection of information useful to analyse better the unemployment situation in Jordan.

Table 27: Detailed technical proposals for improving information system in institutions

<b>Technical Proposals for AI Manar</b>	<b>Technical Proposals for DOS</b>
<ul style="list-style-type: none"> <li>- To add in LMI unemployment activity rates by gender, level of education, age.</li> <li>- To include in LMI economic activity rates by gender, level of education, age (with series of main indicators since many years).</li> <li>- To gather data on working conditions (median wage, working hours...) by gender, sector, age, level of education, occupation...</li> <li>- To insert youth transition indicators in AI Manar when available and reliable data.</li> <li>- To adjoin some indicators (economic activity rates...) among Arab states.</li> <li>- To further develop the database through elaboration of documentation at public disposal (data source, methodology, coverage, frequency, a short description of the statistical variables and indicators).</li> </ul>	<ul style="list-style-type: none"> <li>- To develop data about the type of occupations and industries were employed men and women worked before seeking a job and the reasons of departure.</li> <li>- To increase qualitative statistics in order to identify who is really unemployed and searching for job.</li> <li>- To identify the reasons given by men and women (not economically active population available to work) not seeking work.</li> <li>- To distinguish reasons declared by employed persons (women and men) wanting another or additional work with such questions: Do you want an additional work and why? Do you want to change and why?</li> <li>- To insert a question asking if workers have a second job (type of occupation, sector...?).</li> <li>- To improve the quality of households employment surveys in increasing the size of clusters to have a representativeness of governorates and localities.</li> <li>- To provide accurate information on non-Jordanian workers.</li> </ul>
<b>Technical Proposals for SSC</b>	<b>Technical Proposals for CSB</b>
<ul style="list-style-type: none"> <li>- To include information on level of education or specialization.</li> <li>- To process data on occupations with common definitions with AI Manar's ones.</li> </ul>	<ul style="list-style-type: none"> <li>- To compile and process data on occupation, fields of education in public sector with common definitions.</li> </ul>

In conclusion we can say that improving the Jordan Human Resource Information and Knowledge System through an Observatory Function approach requires:

- An inter-institutional involvement initiated by policy makers,
- A network functioning focused on a specific theme of interest for the country and relevant with political agenda,
- Structured mechanisms to process the information in order to ensure full participation of key actors and the transfer of knowledge.

Considering that this pilot exercise on unemployment in Jordan has allowed to upgrade common analysis and understanding among individuals and institutions, it is recommended to develop such type of regular publication in order to strengthen the Observatory Function in Jordan and provide policy makers with more in depth analysis in the field of training and employment relationship.

## **7.2 – SPECIFIC RECOMMENDATIONS TO TACKLE UNEMPLOYMENT**

In summary, being young and women represent a double source of difficulties to find a permanent job in the labour market in Jordan. According to the information and analysis contained in this study report many aspects of unemployment both at institutional and individual levels require specific attention.

The unemployment rate in Jordan is 15% with largest differentials between men and women, between community college graduates and female graduates. One may identify several causes for youth and women unemployment such as: little or no career guidance counselling for students and unemployed, little possibility to find satisfying work after graduation, the difficulty to obtain jobs compatible with the qualifications, the low wages and working conditions proposed by firms, the gap between the skills of graduates and the lack of clarification of employer needs, the social and cultural obstacles for women's full integration into the labour market (families, especially fathers or husbands, are more selective for the female work place), a critical mismatch for women between education curricula and their aspirations (that they have to balance with the family life) and more widely the international and economical situations.

*Three strategic priorities for action are identified: tackling youth unemployment and facilitating their integration in the labour market, promoting equal opportunities between women and men, developing the transition of employment from informal to formal sector.*

To achieve those priorities, the following general recommendations are designed to create education and employment opportunities and manage labour market risks:

- To encourage specific labour market and local measures, as well as increasing cooperation among key actors in the fields of education and employment, regional authorities, and other services.
- To improve, and upgrade Labour offices, VTC, Ministry of Education and Al Baqua University roles and capacities all over the entire country in order to provide counselling guidance support to each Jordanian inhabitant, and with specific support to the weakest population (youth, women, discouraged workers) and strengthen their connexions.
- To enhance the role of social partners and firms in sharing responsibility in formulating education and training policies.

### *- Youth and Social Integration*

The population structure is very young in Jordan. Following DOS, at present the younger than 15 years of age represent 38% of the population with a population growth rate of 2.8 % and a population doubling time of less than 25 years. That is to say, in 2020 the present more than 2,000,000 of youngest Jordanians (<15) will have entered the working age. With the present estimated 1,200,000 people in the active population (employed and unemployed), such an entrance (if all new entrants would become active) would represent three times the now-a-days active population. Or, the active population would be four times the one in 2003. Even keeping stable the present low activity rate (which would not be desirable in particular in what concerns

women), new entrances would represent 630,000 men and 120,000 women, that is to say a number of people bigger in 50,000 individuals the active population in 2003. Or, in tune with the World Bank prospects, the active population would double before 2020.

Providing jobs for a growing young population is one of the country's central concerns. With a current youth unemployment rate of 30% and a labour force that is growing at 4% a year, creating additional new jobs for young jobseekers is imperative - not only for economic growth but also for social stability. This report shows that 60% of unemployed people are below the age of 25. The highest activity rate is among female of 24-30 years old (44%), among male of 15-19 years old (37%). Young school graduates often seek a job in public sector because of the attractive benefits in contrast with the lack of social security and low working conditions in other sectors. Employment data shows that education has a significant impact on job opportunities, especially for young women. The high unemployment rate among youth incites to support them particularly during the first few years after they leave schools. Because the youth make the greatest demands and contributions to society, young Jordanians are the most effective point for new public and private sector policies.

Reducing youth's unemployment as well as preparing and facilitating the entrance of graduates to social and professional life requires a combination of institutional and private initiatives. The most evident is the development and the systematic use of *professional guidance and counselling support both for students and jobseekers*. It is in priority recommended to Labour offices and all providers of training and education (VTC, Ministry of Education, Universities and colleges) to improve their guidance and counselling capacities in a professional and structured ways.

A list of detailed measures is proposed for action below:

In schools, colleges, universities and training institutions:

- To implement counselling programs for students in schools (curricula design, labour market orientation and tools for achieving the latter),
- To disseminate Al Manar counselling experiences in universities,
- To fight school drop out process and support students before leaving (short training sessions to prepare to working life: CV drafting, job seeking training, training services...),

In Labour offices and VTC institutions:

- To develop infrastructure or network of services on labour and education for youth at local level (i.e. one stop shop where all information could be found and individual support and guidance provided),
- To create continuing training opportunities,
- To increase the potential benefits of registration for young jobseekers in Labour offices and VTC institutions (measures on the very beginning of their job-seeking period, jobs club...),
- To develop specific measures to support entrepreneurship and self-employed open to all by training in basic business skills, providing for opportunities in non-traditional sectors, helping to overcome specific constraints (access to credit, to communications technology...),
- To encourage graduates to establish own businesses, with specific support for women (financial, training, rights...),
- To redefine a functioning and attractive dual training system developed on the basis of coordination and partnership with private sector.

#### - Gender Issue

Women constitute 48% of the Jordanian population but their economic participation rate does not exceed 12% of the total labour force. One distortion in Jordan is that women have superior academic performance to men on high school and college but they do not contribute to the economy. Women tend to choose the training fields in which the market is saturated, could not give job opportunities for them. Now data show that education has a significant impact on job opportunities. Public sector accounts for the largest share of the job market in Jordan and the favoured choice of new female entrants into the labour market. Female graduates are attracted to public sector jobs because of the benefits like long employment, working hours, retirement, social security and social status. Within the services sector, women are concentrated in activities that are

traditionally associated with their gender roles, particularly in education, social and personal services.

The female unemployment rate is slightly higher than the male rate. The difficulty of finding job is even more drastic for young women. One might argue that not all women of working age want to work, however the female unemployment indicates that there are Jordanian women who want to work but are unable to find work and tired to search a job. It is clear that more employment opportunities need to be created for women to satisfy their willingness to work, with the involvement of all actors. Without particular prompting in the field of equality, the inequalities in the labour market will continue to increase. Efforts in this respect could include equality in terms of quantity of male and female workers, equal pay for work of equal value, and gender balance across all occupations, change of representations on women's employment role and contribution to family.

Enhance women's participation in the labour market is crucial for the Jordan economy. Their high educational and economical potentials need being seriously taken into consideration. Undertaking measures to facilitate their integration in the labour market is a priority. It is recommended to develop a *Gender mainstreaming strategy that aims to incorporate equal opportunities for women and men* into all policies and activities, to consider the differences between the conditions, situations and needs of women and men. This will develop job opportunities to help them secure, decent and remunerative work in conditions of freedom, social security, economic independence and equality wages with men. This is only possible if policy-makers recognize that women's problems in the labour market are as important as those of men.

A list of detailed measures is proposed for action below:

- To diversify professional horizons of female students by developing a set of actions and experiences in schools (meeting with active or business women in various occupations, sensitizing on technical jobs, social female and male roles...),
- To encourage various firm experiences during training courses for female students (summer job...),
- To implement specific counselling and information programmes to attract females into vocational programs,
- To develop and implement counselling supports for female in Labour offices (counselling careers, work rights...),
- To support women with child care facilities in workplaces or pre-school,
- To develop social security insurance benefits,
- To promote equal remuneration,
- To give proportionate representation to female employees in worker committees,
- To strength the role of cooperative sector in various fields (especially in rural areas) and encouraging women's participation in those fields,
- To cheer networking and associations of female workers, entrepreneurs....,
- To expand professional occupations and paths in public sector for women,
- To push real female careers in high positions in different ministries.

#### *- From Informal to Formal Employment*

There are two major issues concerning the informal sector and its incidence in the overall employment/unemployment situation in Jordan. The first issue refers to the lack of knowledge on the definition, dimension, characteristics and potentiality of the informal sector. The second one is related with the skills acquisition required for working in the informal sector and therefore the possibility to identify bridges and pathways to facilitate transition from these jobs to formalised employment. Informal workers may be particularly vulnerable to exploitation by forced labour.

The lack of transparency of the informal sector is mainly due to its own nature. In Jordan the micro enterprise sector includes, at least, three types of activity: on one side, the registered micro enterprises (less than 5 employees) which do not have the obligation to contribute to the social security system - and therefore with lack of information about it, despite it might involve a significant number of people. Secondly the so called "real" informal sector, constituted by the



organisations undertaking a productive activity but not registered and with low levels of productivity, added value and employees' skills. Third, there are also some activities which would remain out-of-law and non productive.

In what refers the second issue, European Training Foundation (ETF)<sup>21</sup> has analysed how while most reform initiatives are aimed at the formal training sector, a significant number of firms in the region operate in the informal sector with low levels of productivity, employing workers with low levels of education and skills. Educational gains in the last two decades have raised the educational attainment of new entrants participating in apprenticeships in the informal sector. Their employers, whose role is to transfer skills and knowledge, in many cases possess lower levels of formal education than their trainees.

In all countries of the region the percentage of operating micro or small firms is huge. A large number of new entrants to the labour force find employment in the informal sector, and most of them acquire their skills outside formal arrangements, through non-structured apprenticeships in the informal sector, while many graduates from the formal training schemes end up earning their living in the informal sector. In spite of the importance of the informal sector in terms of employment, the knowledge of the role it plays in the supply and demand for knowledge and skills in the region is at present very limited. Non-Governmental Organisations working with the informal sector have developed some innovative approaches to skills development, but tend to be very small in scope and suffer from inadequate resources. Apprenticeships in the informal sector, while large in terms of the number of participating trainees, are constrained by the low level of education of the masters and the trainees, which limits the level of skills to be transferred. The informal community represents a substantial and active part of the private sector workforce.

The main recommendation in that direction is to promote a *Local Development approach that encourages a partnership of the different stakeholders in a certain municipality*. The partnership would be aimed at creating effective measures for entrepreneurs to create more and better jobs, conditioning the reception of aids to the actual formal registration of firms and employment. *Strengthening dialogue with social partners, chambers of industry or commerce in developing a national strategy* is as well recommended. As in other countries that lack functioning national unemployment insurance systems, active labour market programs would constitute relevant instruments for tackling labour market dislocations. The emergence of *legislative measures in order to protect the workers*, to decrease the paid taxes by the employers, to sustain the creation of quality jobs (with rights, a minimum wage, tolerable hours and conditions, social security...) can contribute efficaciously to informal sector's recession.

A list of detailed measures is proposed for action below:

- Increasing the potential benefits of legal registration for enterprises (easier procedures, reasonable taxation, more credit markets, social protection), through local development projects that provide assistance to entrepreneurs conditioned to the formal registration of the firms,
- Improving SSC and local capacities (mainly in municipalities) to collect information on local economy and employment,
- Systematising to all informal enterprises the accreditation through registration in VTC system,
- Creating and supporting training opportunities through a continuing training mechanism to upgrade the skills of masters, employees and trainees working in the informal sector,
- Generating a system to identify, recognise and certificate the skills obtained by employees in the informal sector, in order to facilitate their transition to formal employment enterprises,
- Developing the female role in the informal economy through entrepreneurship training in basic business skills, opportunities in non-traditional sectors, helping them to overcome specific constraints (access to credit, to communications technology...); promoting networking and associations of women entrepreneurs...

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<sup>21</sup> "Looking ahead: regional working sessions" Knowledge and skills in the Middle East and North Africa Background note to be tabled at the second Mediterranean regional workshop (2003)

**Lessons drawn from past and current experience  
to ensure that local employment strategies are successful?**

A universal or prescriptive formula would not take into account the huge variety of different local situations. However, experience and consultation of regional and local actors suggest that a number of factors can contribute to the success of local employment strategies.

Firstly, a clear, coherent and strategic action plan is crucial, involving as many local partners as possible. A good plan must take into account the political, administrative and socio-economic characteristics of the specific territory which are, to a great extent, unique. Likewise, specific objectives – such as tourism or new technologies – should be selected and stuck to rather than general all-embracing ones.

Secondly, a territory or area large enough to give the action a critical mass and small enough to make the most of the proximity of local actors must be targeted. The focus must be on creating networks, for example, networks of municipalities with an overall potential for development.

Thirdly, mobilisation and capacity-building of local actors working in partnership is fundamental. The local level cannot play a more strategic role in the promotion of employment unless local actors are equipped with the necessary skills, both technical and social.

Finally, gender equality at local level must be promoted by all available means. Local authorities, local businesses, voluntary bodies, social partners and local employment services can all contribute in enhancing women's participation either as model employers or as promoters of special measures for improving women's access to the labour market.

Source: [http://europa.eu.int/comm/employment\\_social/local\\_employment/lessons\\_en.htm](http://europa.eu.int/comm/employment_social/local_employment/lessons_en.htm)

## **ANNEX 1 - LIST OF THE JORDANIAN TASK FORCE MEMBERS**

The Task Force consists of a group of Jordanian experts who represents the major institutions that provide or use information on human resources, on both supply and demand sides. The list of Task Force Members for the preparation of this unemployment study report are following persons representative of various institutions involved in the Observatory Function:

H.E Dr. Munther Masri, National Center for Human Resources Development  
Dr. Nader Mryyan, National Center for Human Resources Development, Al Manar  
Mr. Adel Lutfi, National Center for Human Resources Development, Al Manar  
Mr. Mamduh Salamat, National Center for Human Resources Development, Al Manar  
Ms. Manal Al Ziq, National Center for Human Resources Development, Al Manar  
Mr. Kamis Raddad, National Center for Human Resources Development, Al Manar  
Mrs. Khadijeh Al Azzeh, Ministry of Higher Education  
Mr. Naser Sulehat, Ministry of Labour  
Mr. Sameh Al Naser, Civil Service Bureau  
Mr. Fahim Fawzi, Department of Statistics  
Mr. Mouhamad Aljonde, Department of Statistics  
Mrs. Rima Abu El Failat, Vocational Training Corporation  
Mrs. Tayeed Alaleem, Vocational Training Corporation  
Mr. Nawaf Al Kalaldehy, Social Security Corporation  
Mr. Ahmed El Saadi, Amman Chamber of Industry  
Mrs Hala Ayoubi, Young Entrepreneurs Association

## **ANNEX 2 - INFORMATION CONTAINED IN AL MANAR DATABASE**

In 1999 both the Jordanian and the Canadian governments signed a memorandum of understanding to develop human and institutional resources in the area of human resources development. The project aimed at increasing the efficiency of Jordan's use of training and educational resources through a closer link with the private sector, and industrial needs by providing Jordanian businesses and industries with the access to information on skilled labour responding to productivity and national development priorities. Since 2001 the European Training Foundation has supported the development of the Al Manar project mainly through strategic and capacity building support initiatives. This has contributed to enforce an institutional network and give better ownership to individuals and institutions participating in the project.

A principal collaborator in the implementation of the project is the National Center for Human Resources Development (NCHRD). This centre was established in 1990 in accordance with Jordan's applicable legislation related to the Higher Council of Science and Technology. Its mandate is to enhance and promote human resources development and improve the relevance of outputs of education and training programs to labour market needs. The Center ultimate goal is to keep up with and to contribute to the accelerating changes in socio economic requirements in all of Jordan. The NCHRD's major tasks are: Improving the effectiveness and efficiency of education and training systems; supporting reform plans in education and trainings; improving relevance between education, training programs and labour market sectors and providing training and consultation in HRD.

NCHRD is chaired by his Excellency Dr. Munther Al Masri, former Minister of Education and includes the memberships of the following institutions: Higher Council of Science and Technology, Ministry of Education, Ministry of Labour, Ministry of Planning, Ministry of Higher Education, Vocational Training Corporation and two members from the private sector.

The Al Manar mission is to contribute in the development of Human Resources on a National level and increase the effectiveness of the labour market. The project consists of three major components, the Electronic Labour Exchange (ELE), the Professional Career Counselling (PCC), and the Human Resources Information (HRI). The Electronic Labour Exchange is a free web based employment service that matches employers and employees or jobseekers using the developed technical internet tools. The Professional Career Counselling increases the awareness of career counselling in educational institutions, developing tools and access to accurate labour market information which provides both counsellors and individuals with on-line career development. The Human Resources Information system aims at creating a specialized national labour market database, maintaining and updating the database, publishing labour market and human resource development indicators, coordinating among LMI producers and users.

The AI Manar database is at this moment developed as following:

<b>Demand side</b>	<b>Supply side</b>
- Employed population (DOS 'Employment survey': an enterprise survey)	- Universities students (enrolled students and graduates for all public and private universities in Jordan)
- Participants and drop out from the Social Security Corporation (administrative records)	- VTC's trainees (administrative records)
- Appointed to government posts and government employees (CSB, administrative records)	- Unemployed (DOS 'Employment and unemployment survey': a household survey)
- Foreign workers (MOL, administrative records)	- Applicants to government posts and government employees (CSB, administrative records)

In AI Manar the project will include the Educational Information. At this moment, the data about Higher Education and VTC's trainees are available.

The higher educational database has 393,003 individual academic profiles for enrolled students and graduates for all public and private universities in Jordan. The database currently has information about enrolled students for the first semester (2003/2004) and graduates from the year 1995 to the year 2004. The information about students and graduates from 8 public universities and 8 private ones are collected, filtered, cleansed, unified and loaded into the database.

Main features about the students are:

- Student ID
- Gender
- Nationality
- Age
- Governorate
- Level of Education
- Faculty
- Specialization
- Study Type
- Tawjihi (or equivalent) grade
- Secondary School stream
- GPA (for graduates)

Information about VTC's trainees for first semester 2003/2004 by the following criteria:

- Gender
- Birth date (age)
- Governorate
- Center/Institute
- Training Program
- Occupational Group
- Nationality
- Educational Level
- Training Duration
- Year (semester)
- Trainee status (graduated, enrolled...)





Table 28: List of Labour Market Information in AI Manar database

Department of Statistics	Social Security Corporation	Civil Service Bureau	Ministry of Labor
<p><b><u>Employment Survey data For years from 1999 to 2002</u></b> LMI database contains data about Jordanian employees and firms by the following:</p> <p><b><u>Jordanian Employees</u></b> Gender Level of Education Occupation Education Specialization Paid Status Age Group Employment Size for firm Sector Legal Authority for firm Economic Activity Governorate</p> <p><b><u>Firms (except year 1999)</u></b> Economic Activity Employment Size for firm Sector Legal Authority for firm Governorate</p> <p><b><u>Household survey data for 2000 to 2004</u></b> LMI database contains data about Jordanian unemployed by the following:</p> <p><b><u>Jordanian Unemployed</u></b> Gender Level of Education Age Group Governorate Family Relationship Education Specialization Work Previous Status Unemployment Duration Seeking Method Reason for not seeking</p>	<p><b><u>Social Security Corporation data years from 2000 to 2003</u></b> LMI database contains data about Participants, drop outs and firms by the following:</p> <p><b><u>Participants</u></b> Gender Nationality Age Service years Economic Activity The firm worked in Wage Governorate</p> <p><b><u>Drop outs from SSC</u></b> Gender Nationality Age Service years Economic Activity The firm worked in Wage Governorate Drop out reason</p> <p><b><u>Firms</u></b> Governorate Firm Nationality Firm ownership Economic Activity Number of Employees</p>	<p><b><u>Civil Service Bureau data for years from 2001 to 2003</u></b> LMI database contains data about Applicants, appointed, Employees and drop outs by the following:</p> <p><b><u>Applicants and appointed</u></b> Application Year Level of Education Education Specialization Graduation Year Gender University Graduation Country Age Group Governorate Marital Status</p> <p><b><u>Governmental Employees</u></b> Appointed Year Level of Education Education Specialization Graduation Year Gender University Graduation Country Institution Employment Type Category Degree Occupation Age Group</p> <p><b><u>Drop outs</u></b> Appointed Year Level of Education Education Specialization Graduation Year Gender University Graduation Country Institution Employment Type</p>	<p><b><u>Ministry of Labor data for years from 2000 to 2003</u></b> LMI database contains data about foreign workers and firms by the following:</p> <p><b><u>Foreign workers</u></b> Gender Nationality Age Group Level of Education Education Specialization Work Department Permanent Occupation Economic Activity Wage Governorate Marital Status</p> <p><b><u>Firms</u></b> Economic Activity Work Department Number of Employees</p>



Department of Statistics	Social Security Corporation	Civil Service Bureau	Ministry of Labor
		Category Degree Occupation Age Group Year of drop out	

Table 29: Labour Market Information System

Title	DOS	CSB	MOL	SSC
<b>Coverage</b>	Establishments & households	CSB employees , CSB applicants & retirees	Foreign workers	Private business firms , participants & retirees
<b>Data Collection Method</b>	Samples & surveys	Records	Records	Records
<b>Data Collection Stage</b>	Data collected quarterly & annually	Continuous	Continuous	Continuous
<b>Database Software</b>	Oracle Database	RDB (Relational Database) & COBOL programs for the interface	Oracle Database	Oracle Database
<b>Network</b>	Local Area Network (LAN)	Local Area Network (LAN) & WAN	Local Area Network (LAN)	Local Area Network (LAN) & WAN
<b>Website</b>	<a href="http://www.dos.gov.jo">www.dos.gov.jo</a>	<a href="http://www.csb.gov.jo">www.csb.gov.jo</a>	<a href="http://www.mol.gov.jo">www.mol.gov.jo</a>	<a href="http://www.ssc.gov.jo">www.ssc.gov.jo</a>

Table 30: Labour Market Information database by source

#	Type of Data	Department of Statistics Surveys					Social Security Corporation	Civil Service Bureau	Ministry of Labour
		Employment	Transportation	Constructions	Agriculture	Household	Social Security Participants	Gov. Employee	Foreign Workers
1	Gender	✓	✓	✓	✓	✓	✓	✓	✓
2	Nationality	✓	✓	✓	✗	✓	✓	✓	✓
3	Age	✗	✗	✗	✓	✓	✓	✓	✓
4	National ID	✗	✗	✗	✗	✓	✓	⊗	⊗
5	Governorate	✓	✗	✗	✓	✓	✓	✓	✓
6	Marital Status	✗	✗	✗	✓	✗	✓	✗	✓
7	Educational Level	✓	✗	✗	✓	✗	✓	✓	✓
8	Educational Specialization	✓	✗	✗	✗	✗	✓	✗	✓
10	Year of Graduation	✗	✗	✗	✗	✗	✓	✗	✗
11	Country Graduation	✗	✗	✗	✗	✗	✓	✗	✗
12	University Name	✗	✗	✗	✗	✗	✓	✗	✗
13	Occupation	✓	✗	✗	✓	✗	✓	✓	✓
14	Economic Activity	✓	✓	✓	✓	✓	✓	✓	✓
15	Employment Status	✓	✗	✗	✓	✗	✓	✓	✓
16	Wage	✓	✗	✗	⊗	✓	✗	✓	✓
17	Sector (public, private)	✓	✗	✗	⊗	✗	✓	✓	✓
18	Experience	✗	✗	✗	✗	✗	✗	✗	✗
19	Working Hours	✓	✗	✗	⊗	✗	✗	✗	✓
20	Type of Recruitment	⊗	⊗	⊗	⊗	⊗	⊗	✓	⊗
21	Classification Group	⊗	⊗	⊗	⊗	⊗	⊗	✓	⊗
22	Social Security Number	✗	✗	✗	✗	⊗	✓	✓	✓

23	Changing of working Place	✘	✘	✘	✘	⊗	✓	✘	✓
24	New entrance to the labour force	✓	✘	✘	✘	⊗	✓	✓	✓
25	Drop out	✘	✘	✘	✘	⊗	✓	✓	⊗
26	Reason of Drop out	✘	✘	✘	✘	⊗	✓	✓	⊗
27	Name of Establishment	✓	✘	✘	✘	⊗	✓	✓	✓
28	Establishment Ownership	✓	✘	✘	✘	⊗	✓	✓	✓
29	The Legal Status of Establishment	✓	✘	✘	✘	⊗	✓	✓	✓
30	Number of workers in the Establishment	✓	✘	✘	✘	⊗	✓	✓	✓
31	Duration of Unemployment	⊗	⊗	⊗	⊗	✓	⊗	⊗	⊗
32	Unemployment Status	⊗	⊗	⊗	⊗	✓	⊗	⊗	⊗
33	Type of job search	⊗	⊗	⊗	⊗	✓	⊗	⊗	⊗
34	Frequency of Unemployment	⊗	⊗	⊗	⊗	✓	⊗	⊗	⊗
35	Relationship of the unemployed with the Head of Household	⊗	⊗	⊗	⊗	✓	⊗	⊗	⊗
36	The status of Labour Permit	⊗	⊗	⊗	⊗	⊗	⊗	⊗	✓
37	Point of entrance (foreign workers)	⊗	⊗	⊗	⊗	⊗	⊗	⊗	✘

✓	Available data
✘	Not available data
⊗	Not applicable

Table 31: Codes and classifications used by each institution

<b>Classification</b>	<b>DOS</b>	<b>MOL</b>	<b>SSC</b>	<b>CSB</b>
<b>Occupation</b>	ISCO-88 New Occupations	ISCO2	-	-
<b>Economic Activity</b>	ISIC3 17 Major Economic Activities	ISIC2 9 Major Economic Activities	ISIC2 9 Major Economic Activities	-
<b>Education</b>	ISCED	-	-	Own Classification
<b>Countries</b>	Own Classification	Own Classification	Own Classification	Own Classification
<b>Administrative Units (Cities &amp; Villages )</b>	Own Classification	-	-	-

ISCO: International Standard Classification of Occupation  
 ISIC: International Standard Industrial Classification  
 ISCED: International Standard Classification of Education

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