COMMON COUNTRY ASSESSMENT
JORDAN
2002
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ACKNOWLEDGEMENT


The organizational framework as well as the quality of the teamwork needed to ensure a satisfactory finalization of the CCA process is an achievement per se, and has to be acknowledged as such. The CCA process has indeed generated a structured and sustained dialogue on Jordan's development priorities and trends while unifying UN Agencies around the subsequent UNDAF.

A Steering Committee was established in early 2002 to oversee and orient the CCA process. co-chaired by the Secretary General of the Ministry of Planning and the acting UN Resident Coordinator, the Steering Committee comprised the Secretary Generals of the Ministries of Planning, Education, Social Development, Health as well as Amman-based UN Heads of Agencies.

Valuable contributions were provided by a range of experts and representatives of the Government of Jordan and of Amman-based UN Agencies. Their sustained commitment has indeed enabled all partners to reach a better understanding of national development challenges while further identifying priorities for future development cooperation in the country.

I wish to express my most sincere appreciation to all of them.

Christine McNab
United Nations Resident Coordinator in Jordan
ACKNOWLEDGEMENT LIST

Ministry of Planning
Ministry of Education
Ministry of Health
Ministry of Social Development
Ministry of Interior
Ministry of Municipal Affairs and Environment
Ministry of Water and Irrigation
Ministry of Energy and Mineral Resources
Ministry of Labour
Ministry of Industry and Trade
United Nations Development Programme - UNDP
United Nations Educational Cultural and Scientific Organization – UNESCO
United Nations Population Fund – UNFPA
United Nations High Commissioner for Refugees – UNHCR
United Nations Children’s Fund – UNICEF
United Nations Industrial Development Organization – UNIDO
United Nations Development Fund for Women - UNIFEM
World Food Programme – WFP
World Health Organization – WHO
World Health Organization, Regional Centre for Environmental Health Activities - WHO-CEHA
Jordanian Hashemite Fund for Human Development – JOHUD
Cities and Villages Development Bank
General Corporation for Environment Protection – GCEP
National Information Centre – NIC
Royal Scientific Society – RSS
National Population Commission – NPC
Department of Statistics – DOS
Jordan River Foundation
Chamber of Industry
Industrial Development Bank
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<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tr>
<td>ARI</td>
<td>Acute Respiratory Infections</td>
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<td>ASEZA</td>
<td>Aqaba Special Economic Zone Authority</td>
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<td>CCA</td>
<td>Common Country Assessment</td>
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<td>DOS</td>
<td>Department of Statistics</td>
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<td>Demographic and Health Survey</td>
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<td>GCEP</td>
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<td>GIS</td>
<td>Geographical Information System</td>
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<td>Integrated Management of Childhood Illness</td>
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<td>ICPD</td>
<td>International Conference on Population and Development</td>
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<td>Jordan Living Conditions Survey</td>
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<td>MSW</td>
<td>Municipal Solid Waste</td>
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<td>NGO</td>
<td>Non-Governmental Organization</td>
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<td>PHR</td>
<td>Partnership for Health Reform</td>
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<td>PPP</td>
<td>Purchasing Power Parity</td>
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<td>RSCN</td>
<td>Royal Society for the Conservation of Nature</td>
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<td>SD</td>
<td>Sustainable Development</td>
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<td>Sustainable Development Networking Programme</td>
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<td>Sexually Transmitted Diseases</td>
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<td>TOE</td>
<td>Ton Oil Equivalent</td>
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<td>UNCED</td>
<td>United Nations Conference on Environment and Development</td>
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<td>UN Country Team</td>
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<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
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<td>UNRWA</td>
<td>United Nations Relief &amp; Works Agency for Palestine Refugees</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>Water Authority of Jordan</td>
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The Common Country Assessment (CCA) is a country-based process that reviews and analyses key development challenges and identifies issues as a basis for advocacy, policy dialogue and preparation of the United Nations Development Assistance Framework (UNDAF). The findings that emerge from this exercise are described in the following document, the Common Country Assessment for Jordan.

These two tools, the CCA and UNDAF, were introduced by the United Nations System in 1997 to bring greater coherence to the development assistance operations of the UN System and to enhance the impact of development operations in general. They are designed to initiate a national dialogue on development and strengthen in-country coordination and cooperation. They are in response to General Assembly resolutions 47/199 and 50/120 calling for coordination of all UN activities in a country.

An independent assessment of the process in October 2001* reports that the CCA and UNDAF have contributed to an improved sense of unity and a common sense of direction within the UN System. It also helps identify gaps and overlaps. The assessment notes that the problem tree analysis approach used in several of the thematic groups in this report creates a common and deepened understanding of poverty and its causes. The process also helps identify gaps and overlaps.

The objective of the CCA/UNDAF is to gain a shared and deeper understanding of the main development challenges facing Jordan based on a common analysis and understanding of the development situation. For the UN System, the CCA will also be used to identify priorities for future UN assistance. The final CCA is endorsed by the Government and the UN System.

Many findings and recommendations in this report flow from and are based on bilateral reviews and concepts developed and conclusions reached, to which Jordan has committed itself, at international conferences such as the International Conference on Population and Development, the World Conference on Women, the Copenhagen Social Development Summit, the Dakar Forum on Education for All, the Millennium Summit and the World Food Summit; numerous human rights conventions and instruments such as the Convention on the Rights of the Child, United Nations Special Session on Children (UNSSC) and UN Resolutions.

*Joint Nordic Assessment Synthesis Report, October 2001
I. Executive Summary
The Common Country Assessment has been developed by the UN System in coordination with the Government of Jordan. It looks at Jordan’s socioeconomic situation and assesses challenges to sustainable economic development under six thematic areas:

A. Poverty and Employment;  
B. Social Development;  
C. Environment and Water Resources Management;  
D. Regional Development;  
E. Private Sector Development;  
F. Information and Communication Technology.

The following summarizes only a few key aspects of this Common Country Assessment report. The full thematic reports provide a more complete analysis of each theme area.

1. Facts about Jordan

The Hashemite Kingdom of Jordan is an arid country of 89,342 sq. km with its capital in Amman. Its only seacoast of less than 30 km. in length is on the Gulf of Aqaba plus the Dead Sea shore. Its population is just over 5 million with an overall population density of 56.4 per sq. km, although 78.7% of the population lives in urban areas. The average household size is 5.8 persons and the median age is 19.3 years.

Most employment is in the following sectors of the economy: wholesale/retail trade 17.8%, public administration 15.8%, education 11.6%, manufacturing 11.4 %, construction 7.3%, agriculture 5.5% and mining/quarrying 1.2%. The IMF reports that the public sector employs a total of 240,000 persons.

The Gross Domestic Product (GDP) in 2000 was JD 5,912.9 million with an annual growth rate of 3.3 per cent. Jordan’s Department of Statistics reports that the country’s external debt burden in 2000 as a percentage of GDP was 84.2%. Tourism has been a growing industry and is a major employer and an important source of foreign exchange, peaking at US$723 million in 2000 (EIU, 12/2002). The growth in tourism has tapered off somewhat since 2001 with the ongoing violence in the region.

Overseas development aid amounted to some $663 million in 2000 including inputs from UNRWA which provides services to registered Palestine refugees who amount to 32% of the country’s population. There are about 170,000 other refugees plus more than 190,000 foreign workers living in the country.

Jordan is a middle-income country with a 1999 per capita GDP of $1,524 and an income poverty rate of 8.8%. In this human poverty scale it ranks seventh out of 85 developing countries. However, the poverty incidence rate is over 30% in general poverty and 4% in extreme poverty.
2. Development Challenges

2.1 Although Jordan has effectively used its human resources to strengthen the national development process, regional developments keep impinging on its ability to realize its full development potential. Jordan's lack of natural resources is another overarching concern, as well as the severe trade imbalance and large external debt. Jordan relies heavily on food and energy imports. Therefore the country must develop and market products and services with a view to reaching the level of income required to pay for these imports while adjusting to the challenge of globalization.

2.2 Efforts towards decentralization of decision-making are being sustained. However, the report emphasizes a strong centralization in terms of both policy and spending decisions. Citizens' participation remains limited. Decentralization is necessary within many sectors such as education, health and social services where a number of decisions, specifically management decisions, could be taken by managers of local facilities. This lack of decentralization relates to the issue of disparities between regional governorates, as many decisions for outlying regions are made at national level. This impedes regional development at a time when it should be encouraged to foster increased private sector investment in regions outside Amman and Aqaba. The centralization/concentration noted in terms of decision making, credit facilities and financial resources/investments poses obstacles to a dynamic and sustainable regional development process.

2.3 Poverty alleviation efforts have to be sustained in Jordan. Appropriate strategies have to be designed and implemented to improve productivity and reduce unemployment. The existing education and health systems have to be upgraded, keeping in mind the overarching need to focus on early childcare, youth development and participation. This means that specific behavioral changes have to be promoted. Jordan needs to strengthen its technological infrastructure to meet the globalization challenge. Gender equality has to be promoted and concretized; management skills have to be improved while research and development have to be further oriented and developed. Appropriate marketing strategies focusing on export markets have to be established while updated business and investment incentive schemes have to be promoted. Legal and procedural barriers to private sector development have to be removed and financial systems have to be established to encourage a more open attitude to risk taking investment decisions.

A number of the above mentioned challenges to development overlap by sector and by population group, such as youth who suffer high levels of unemployment, feel they are not participating in decisions about their lives and are ill equipped to market themselves in the era of globalization.

(a) Poverty and Employment

The Government of Jordan identified poverty and employment as major challenges to be addressed with a view to consolidating a platform for sustainable development. The income poverty incidence reaches 31% (general poverty) and 4% (extreme poverty). The unemployment rate reaches an estimated 15% to 26% (if underemployment is included), while the female unemployment rate reaches 21%. The current regional instability keeps affecting the tourism industry, generating an increased unemployment/underemployment in this sector. There are urban/rural and gender-related disparities in employment and poverty levels.
(b) Social Development

i) Population

✓ Population growth

Jordan's population has more than doubled since 1980 with a current growth rate of about 3.3% per annum. Although the growth rate has been dropping in recent years, the population is expected to increase by another 50 per cent over the next 20 years while the labor force is expected to double, as well as the unemployment rate. The national population growth is a severe strain on the country's carrying capacity in terms of both natural resources and social infrastructure.

✓ Two-thirds of the population under 24 years

An estimated 25% of Jordan's population is aged 9-18 while two-thirds are 24 years or under. A major challenge is to meet their needs in terms of education, health and leisure. Within the coming 20 years, the national education system will have to accommodate an estimated 130,000 new scholars on a yearly basis. Young people (both male and female) feel their voice is not heard in society and express concern about an antiquated education system which does not help them meet the needs of the labor market, still relies on rote learning, does not encourage individual research and offers limited training opportunities and experienced teaching staff. Surveys show that while young people remain optimistic about the future, they are disenchanted with their current situation.

With such a large proportion of minors in the population, Jordan has a very high dependency ratio. As a result, the cost to the government of providing adequate social services to everyone is growing at a very high rate. Thus it faces the choice of increasing taxes to support such services to a larger population or reducing the scope and quality of services.

✓ Population composition

The proportion of older persons is also growing as the life span is increasing. This will require, in particular, attention to health care with a focus on chronic degenerative diseases and on development of specialized services for the elderly. The changing population composition will also require some consideration in the future of the life-long learning concept.

ii) Education

Jordan's qualified and trained human resources are an asset. However, the report highlights specific areas for improvement such as gender balance. Only 14% of women are employed, and their earnings are lower than men employed in the same sectors with the same level of qualification. Many university graduates are unemployed because they do not have the skills needed on the labor market. While they may have a solid academic education, they lack the practical life skills or job-related skills necessary to enter the labor market on the level they wish. Negative attitudes concerning blue-collar work and vocational training are emphasized.

Today's education system does not fully adjust to market needs. Theory remains more valued than practice while teachers and professors lack practical experience. The system does not promote analytical skills or individual research, and it remains based on rote learning. The CCA also points out the need for improved early childcare development and education.

The education system needs to adjust to modern requirements with a view to meeting the needs of the labor market. Gender sensitive and progressive curricula have to be developed, as there is an acknowledged need to tackle the gender "educational gap", specifically in terms of higher education and selected areas of specialization.
Educational funding in Jordan represents about 8% of the GDB. The number of schools and teachers has expanded quantitatively during the past decades. The 1994 Education Law extended compulsory education from ten years to age 15 and provided two free years of secondary education. Although the figures meet acceptable standards, given the high percentage of population within the basic education age, the per capita spending on education remains below the level required to reach the necessary quality of education facilities and student achievement results.

The quality of education remains a major challenge. Issues such as teacher training, suitability of curricula to the 21st century, providing students with necessary life skills and linking education to the labor market require increased attention from educators. Vocational education should be altered to cater for the needs of the changing market and economy, which demands skills other than those provided by the higher education and the traditional vocational training programmes. In addition, there is a need for more stress on early childhood development education.

iii) Health

While there has been significant progress in improving and preserving the health of all Jordanians, a number of problem areas remain including access to and quality of health care. There are major discrepancies between rural and urban areas and in the field of maternal health care. The report suggests that the health care system should look more carefully at disease prevention and health protection. It also notes the changing epidemiological pattern in the country and the growth in the level of chronic, non-communicable diseases.

Jordan is witnessing an epidemiological transition and changes in the disease patterns characterised by a progressive increase in the magnitude of non-communicable diseases and accidents which are both emerging as the leading causes of morbidity and mortality. Jordan should also improve the coverage and quality of health care services to all sectors of the population. Health care is currently challenged by rapid advances in technology and rising health care costs as well as increasing expectation of the public for more effective and accessible health care. Adequate information on health issues and awareness programming on preventive and reproductive health matters targeting both men and women should also be made available.

These challenges highlight the need for a change to more efficient, goal oriented health services that improve the responsiveness of the health sector to the needs of the population. Such a change requires: clear medium-term strategies for health and a comprehensive national health development plan, increasing reproductive health awareness for women, men and adolescents (girls and boys), moving to a broader health agenda that promotes and protects health, mobilising communities to promote their own health and adopting a new strategy for investing in health for economic development particularly for poor and disadvantage populations, integrating family planning as part of the health services provided by primary health services, establishing effective mechanisms for multi-sectoral collaboration for health, increasing accessibility to health care, expanding preventive services and extending the coverage of insured health the poor and improving the quality of health care provision, particularly primary health care.
iv) Early Child Care

Jordan faces new challenges, to be added to the mentioned "traditional" health and educational challenges. The early years in the life of a child are crucial in terms of shaping the child's personality and development. The family remains a primary and optimal care provider for children; support should be strengthened to improve parents' ability to provide appropriate care and stimulation for their children. The national study on parental knowledge and practices regarding child development shows drastic differences in awareness between urban/rural and between male and female in areas of cognitive and emotional development. The majority of young children are left outside the reach of organized group care. Kindergartens (KGs) accommodate only 28% of the children of the age group and the MoE is involved in a limited degree in supervising and licensing the private NGO KGs. Nurseries for younger children are fewer (around 2% of the target population) in number than KGs and are overwhelmingly private while their quality is widely varying. A comprehensive approach to the development of holistic care for young children must be put at the center of the education and health agendas to ensure health, nutrition and stimulation. Investments must be made to improve parents' (both mothers' and fathers') ability to provide appropriate care and stimulation for the children. More focus is needed on the expansion of early childcare outreach services on an equal basis to both boys and girls with due consideration to geographic distribution and affordability. The quality of KGs must improve. Specific health issues regarding the young child have to be closely watched, including the acute respiratory infectious diseases, diarrhea diseases, goiter and vitamin A deficiency.

v) Youth Development and Participation

Major challenges are related to Jordan's youth population (9-18), constituting a quarter of the total population. The very limited participation of youth in public life is seen as a fundamental issue as well as gender inequality, inadequate preparation of youth willing to integrate the labor market and other problems related to life skills and vocational training, particularly in the case of children with special needs. These children (disabled, substance abusers, orphans, juvenile delinquents, victims of abuse) are neither protected by legislation nor by existing social values. Laws providing for the protection and integration of groups with special needs require revision and improvement while counseling and other services available to children in need of special protection must be established.

Traffic accidents in general and crimes against adolescents in particular should not be overlooked. A number of projects to promote health through education are ongoing, while other projects are being planned to foster a better understanding of the problems faced by youth through strengthened information and sensitization. The Higher Council for Youth is expected to play a major role in terms of the development of a national youth strategy.
vi) Behavioural Changes

A number of behavioral changes are required to improve Jordan's capacity in terms of sustainable social and economic development. The bias against blue collar work and vocational training, the reluctance to admit the existence of domestic violence, a willingness to accept education for women but an unwillingness to allow women to play an equal and full role in society, the social stereotyping of women's role which hinders them from exploring new sectors and work opportunities, the stereotyping of children and adolescents as well as the undervalue of volunteerism are issues to be addressed by UN Agencies.

Despite the commitments to close the gender gap, high rates of unemployment, low wages, limited access to credit, low participation in political and public arenas, are fundamental impediments confronting Jordanian women today.

C. Water and Environment

i) Water scarcity

Water is a serious and strategic problem for Jordan. Because of geography and extremely low annual rainfall in most parts of the country, it is always facing water shortages. While the report suggests looking at new ways of developing water resources, including desalination, it also points to major problems in water conservation and water delivery. There are cases within the country where more water is lost in delivery through leaky pipes than is delivered to customers. Remedying this situation plus treatment and reuse of wastewater are two recommended activities that will assist in water conservation.

The report recommends that new environmental laws be passed and that existing laws be strictly enforced. It also points out the gaps in air quality monitoring and the lack of standards for handling chemicals and hazardous materials.

With an average per capita annual share of 170 cubic meters, Jordan is one of the world's 10 most water-stressed countries. Acute water scarcity is considered the most threatening constraint to sustainable development as well as a source of tension between Jordan and its neighbours.

Jordan is classified as arid with annual rainfall of less than 200 mm over 90% of the land. Availability of water per capita declined and continues to decline due to population growth. The economic constraints of the country hinder the development additional non-conventional water resources (desalinated or imported). Natural shortages are further aggravated by inefficient utilization, over pumping, unbalanced allocation and pollution. Current demand on water exceeds renewable freshwater supplies by 90% and the deficit is expected to double in 25 years. The water scarcity is a major challenge and requires a comprehensive set of measures. Furthermore, its impact on women as primary users in a household context must be emphasized.

ii) Chronic food insecurity

Jordan is largely dependent on imports for meeting its food consumption needs, including basic foods such as cereals, meats, rice, sugar and vegetable oil. In most years, it imports more than 90 per cent of its cereal requirements. If local supply is the already alarming food gap will expand and increase foreign currency expenditures for food imports. Additionally, the United Nations Food and Agricultural Organization reports that food security for about 25% of Jordan's population has been threatened in recent years by severe drought.
iii) Land degradation

The threat of serious land degradation is growing as a result of inadequate land use planning, urban encroachment, soil erosion and poor waste disposal methods. These factors also pose a growing threat to Jordan’s fragile biodiversity and natural habitat.

(D) Regional Development

✓ Regional disparities

There are numerous indicators of regional disparities, including income poverty and unemployment, which are significantly higher in outlying regions. In these areas, 37% of the population is poor compared with 29% in urban areas, and the severity of poverty is much greater. Unemployment is higher than the national rate of approximately 15%; in Tafilah, for example, unemployment is 19.5 per cent for males and 36.3% for females. This has the effect of forcing the local population to migrate to the country’s main cities to seek work, thus increasing urbanization and putting pressure on the infrastructure in already highly populated areas.

Literacy rates and life expectancy are also lower in these areas. There is less access to modern infrastructure, and both the quality and quantity of public services are lower. For example, the number of hospital beds per 10,000 ranges from eight in Mafraq and Ajloun to 25 in Amman. Only 5% of residents in Ajloun and Tafilah have telephone lines, compared with 18.6% in Amman. Amman-centred decision-making on both private and public investments and on government spending also exacerbates regional disparities and regional sensitivities.

✓ Inadequate infrastructure

Lack of adequate infrastructure, from public transportation systems to the number of telephone lines to sewerage systems, impedes the development process and slows progress towards an improved quality of life for all Jordan’s citizens.

✓ Globalization

Jordan is faced with the challenge of globalization having few natural resources, heavy external debt and a large trade deficit. It will have to rely on training and better utilization of its human resources to help it compete in the contemporary international environment and to develop products and services it can market to the world.

✓ Decision making and participation

A number of groups in Jordan feel left out of the planning and decision-making process on issues that affect their well-being. These include women, those living in areas outside the major population centers, and the vast body of young people.

Both nationally and within economic sectors, decisions are made in a way that often denies input from the general public and from specific target groups such as the young or rural residents. This is a particular problem for regions outside the main population centers of Amman, Irbid, and Zarqa.
Poor data bases

In many sectors, including health, there is incomplete data on which to base planning decisions. And there is little sharing of available data and other information for research purposes in all areas, forcing individuals and organizations often to start from scratch when basic information and data is already available but not accessible.

(E) Private Sector Development

The economic transformation of Jordan has been pursued vigorously since 1995, and public sector reform will represent the natural completion of those structural changes. Several public sector reform initiatives have been put forward, and various aid and international organizations are helping to fund reform of the civil service, budget and financial management and the judiciary, which will eventually lead to a transformation of these areas making them more accessible to the public and more oriented to service delivery.

(F) Information and Communication Technology

Under the leadership of HM King Abdullah II, the Jordanian government has committed itself to realizing the full benefits these technologies offer. Specifically, it envisions attracting $150 million in foreign direct investments for IT, creating 30,000 jobs and generating $550 million from IT-related exports within the next four years. In a joint effort, donors and public/private sector organizations are currently developing specific strategies to implement the plan.
3. Jordan’s response to development challenge

✓ In spite of the regional instability linked to the second Intifada, the breakdown of the peace process and the overall economic uncertainty following September the 11th, Jordan’s economy showed a number of positive signs in 2001 and 2002. The consistent efforts to restructure the economy since 1989 seem to have moved the economy from being overwhelmingly public sector oriented into a more modern economy revitalized by the strengthened role played by the private sector. In spite of a range of macro-economic accomplishments and positive developments in terms of social development, the population is benefiting unequally from the achieved improvements, and the overall poverty incidence remains high.

✓ A national consensus is now consolidated in terms of economic and social development priorities. These priorities are at the core of the Social and Economic Transformation Programme, seen as an effort to build upon the range of reforms initiated in the 1990s. His Majesty King Abdullah II has expressed his strong support and commitment to the Programme, calling all partners in national development to support its timely, efficient and effective implementation.

✓ Flowing from the Social and Economic Transformation Program presented by Jordan’s Ministry of Planning in May 2002, the government outlines one overall developmental objective: to achieve sustainable economic and social development in order to improve the quality of life and standard of living for all Jordanians. The comprehensive approach needed to reach this objective comprises six major areas: (i) Human Resources Development, (ii) Basic Government Services, (iii) Rural Development, (iv) Structural Reform, (v) Legal and Institutional Framework and (vi) Policies.

✓ The Government of Jordan is committed to a responsive, efficient and timely decision-making process established to ensure the translation of its socio-economic vision into national programmes. Its five priorities and related initiatives focus on: (i) strengthened human resources development, (ii) improved government services in the education, health and social development sectors, (iii) increased productivity through infrastructure development, especially in rural and poor areas, (iv) fiscal administrative, judicial, legislative and policy reforms in the private sector and (v) establishment of an enabling environment for the private sector through support for private investment in major infrastructure projects.
4. Major Recommendations

Conclusions and recommendations are listed at the end of each chapter, but the following are some of the report’s major recommendations to deal with Jordan’s development challenges:

✓ General

- Enact and enforce regulatory laws in all sectors to provide an effective regulatory framework for the environment, investment and promotion of private sector growth;
- Encourage Jordan’s translation into action of decisions agreed on at international conferences and implementation of international treaties and conventions, including gender empowerment and dissemination;
- Make efforts to reduce regional and gender disparities;
- Reduce the gap in Jordan’s food deficit;
- Ensure access to basic goods and services for both men and women.

✓ Poverty and employment

- Increase earnings capabilities and job creation;
- Implement integrated development programs for poverty alleviation at the local level through comprehensive community development initiatives and participation;
- Enhance education and skills training for the poor;
- Monitor income poverty particularly in terms of collecting/processing data;
- Develop tools to analyse key macro-economic development issues that define the need for skilled workers and technicians;
- Evaluate learning institutions and the responsiveness of their educational programs to labour market needs and economic changes;
- Improve employment opportunities for the poor including access to credit, assets and entrepreneurial skills;
- Increase women’s access and control over resources.

✓ Education

- Include environmental, civic education and cultural heritage information in curricula;
- Improve teacher training at all levels;
- Improve the education system so that it becomes more analytical and responsive to market needs;
- Prepare an updated education strategy to consider the particular needs of both young men and young women in preparing them for the future.
- Modify vocational training to meet changing market needs;
- Put more resources into early childcare development;
- Ensure that technical and vocational education systems are more market-driven and provide the right mix of skills and training needs required for operation in the global economy;

- Ensure curriculum reform with relevance to child centeredness, gender sensitivity and acquisition of life skills, and update textbook content.

**Health Care**

- Improve access to and quality of health care, including expansion of health insurance coverage to the poor and the elderly;
- Develop clear strategies on health development;
- Move to more preventive care and health protection;
- Support efforts aimed at providing informed family planning choices;
- Improve nutrition and access to basic health;
- Raise general awareness on preventive and reproductive health matters;

**Environment**

- Improve the efficiency of water use and seek additional water sources;
- Strengthen environmental protection for all natural resources to preserve Jordan's biodiversity and natural areas;
- Implement national forest monitoring; enhance soil and water conservation through forestation/fruit tree planting;
- Stop desertification through rangeland development;
- Introduce a comprehensive national solid waste management framework;
- Develop policies for the sound management of hazardous waste and chemicals;
- Establish an air quality monitoring system;
- Maximize the efficiency of energy use and use of renewable energy;
- Raise awareness of individuals, men and women, on their role and impact in regards to environmental issues.

✓ Regional development/Decision making process
- Strengthen local municipalities, particularly in the area of revenue collection;
- Develop initiatives to accelerate women's participation in socioeconomic development;
- Empower communities with more decentralization of decision making in all sectors.

✓ Private Sector Development
- Foster private sector participation in investment and service development and delivery;
- Encourage private investment in the regions outside major population centers;
- Improve entrepreneurship and access to credit;
- Promote SMEs and micro credit schemes by improving access to credit;
- Encourage debate and closer relationship between government private sector associations and consumer groups on employment policy issues.

✓ Information and Communication Technology
- Incorporate ICT in learning at all levels;
- Encourage women to participate actively in this sector (through the education system, training);
- Create infrastructure to widen the use of ICT and sharing of information.

The chapters that follow discuss cross-cutting concerns; provide a situation assessment and analysis; outline key issues facing each area; and provide conclusions and recommendations.
II. Thematic Reports
A. Poverty and Employment

I. Background/Introduction

The government of Jordan has identified poverty and unemployment as two of its most important challenges.

The poverty rate is 8.8% as measured by the Human Poverty Index, ranking first out of 15 Arab countries and seventh out of 85 developing countries. This indicates that Jordan has effectively converted its economic resources into human development. At the same time, the income poverty incidence was 31% in general poverty and 4% in extreme poverty.

Jordan scores higher in the life expectancy and education indices than in the GDP index. In 1998 it scored 0.76 in the life expectancy index and 0.82 in the education index but only 0.59 in the GDP index. Similarly, life expectancy at birth increased from 57 years in 1970-75 to 70 in 1998. Adult literacy increased from 67% in 1979 to 89% in 1998. Between 1970 and 1998, infant mortality declined from 77 to 30 per 1000 live births and under-five mortality declined from 107 to 36 per 1000 live births. Daily per capita supply of calories increased from 2418 in 1970 to 3014 in 1997.

Jordan’s population, estimated at just over 5 million in 2000, has more than doubled since 1980 and is eight times larger than in 1952. The annual population growth rate has gradually declined from 4.9% between 1952-79 to 4.4% from 1979-1994 and to 3.0% in 1999. The average number of children a woman gives birth to during her life (total fertility rate) dropped from 7.4 in 1975-1976 to 5.6 in 1988-1990 and to 4.4 in 1995-1997. But even if fertility continues declining, the population is expected to increase by about 50% over the next 20 years1. In the same period, the labor force is expected to double.

While many definitions of poverty and poverty lines are in circulation, there is general agreement on the World Bank’s 1999 benchmark of JD 313.5 (annual per capita) as the poverty threshold. In line with this, and based on the Household Expenditures and Income Survey (HEIS), the number of poor Jordanians in 1999 was estimated at 523,000. USAID has identified three groups of poor: the very poor who are not always able to find enough to eat; the poor and working poor whose incomes are insufficient to meet basic needs; and the “near poor” who are at risk of falling (or are falling) into poverty but have considerable skills and basic social assets.

Unemployment is estimated at up to 15% and reaches 26% if underemployment is included. The public sector, the largest employer, is under severe fiscal constraints. In order to cope with new entrants into the labour market, some 45,000 new jobs must be created each year. On top of this, another 8,000 jobs are needed to reduce the high unemployment rate2.

Various initiatives on poverty and unemployment have been launched in recent years:

✓ The USAID Poverty Alleviation Strategy (2001) includes assessment and measurement of poverty; GIS poverty mapping; and amelioration of National Aid Fund (NAF);
✓ Accelerating the National Social and Economic Transformation in Jordan through a number of projects including a Royal Initiative launched in November 2001;
✓ Regional development plans aimed at development in the governorates;
✓ Enhanced Productivity Programme (EPP); the King Abdullah Fund; and the Training and Rehabilitation Programme.

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II. Situation Assessment/Analysis

✓ Poverty

Jordan is a lower middle-income country with 1999 per capita GDP of JD1,080 or US$1,524. Regional political and economic factors impinge on its ability to realize its development potential. From 1987-1992, real per capita personal income declined while income disparity increased. The decline in income may be attributed partly to the drop of remittances from Jordanians working abroad as a result of the fall of oil prices during the second half of the 1980s and the 1990-1991 Gulf crisis. The increase in income disparity is mainly due to the return of hundreds of thousands from the Gulf States following the 1990-1991 Gulf crisis. Most of these returnees had a much higher income than the average Jordanian. Thus, both the drop of average income and the increase in income inequality contributed to the increase in the incidence of poverty.

This influx of returnees and refugees combined with natural population growth increased the overall population, but the number of poor grew at an even higher rate, from about 1 million 1992 to about 1.4 million in 1997. There are varied estimates of poverty depending on the method of measurement. The poverty incidence based on US$1 a day is negligible while on $2 a day it was estimated at about 5% of the population in 1997.

The general poverty line is defined, as the total cost of basic consumption needs—food and non-food—while the severe poverty line is the total cost of basic food consumption needs only. In comparison, income poverty incidence for 1997 based on the national poverty line was estimated at 31% of the population in general poverty and 4% in severe poverty, while the World Bank estimates income poverty in 1992 from 0.5% to 20% (World Bank, Hashemite Kingdom of Jordan Poverty Assessment Report, 1994, p. 11).

### Increasing Income Poverty

<table>
<thead>
<tr>
<th>Source</th>
<th>Year</th>
<th>Poor % Household</th>
<th>Poor % Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>MOSD, DOS, UNDP – Poverty Indicators for Jordan (unpublished)</td>
<td>1992</td>
<td>21</td>
<td>27</td>
</tr>
<tr>
<td>MOSD/UNDP/DFID</td>
<td>1997</td>
<td>23</td>
<td>31</td>
</tr>
</tbody>
</table>

Income poverty, however, is shallow, meaning that the poverty gap is relatively small for most of the poor but that there is a high concentration near the poverty line. A quarter of the poor, nearly 360,000 persons, are less than JD 50 per capita annually below the poverty line. Only about JD 9 million would bring this group above the poverty line and eradicate their income poverty. This shallowness of income poverty and high population concentration near the poverty line means that a small alteration in per capita income or in the redistribution of income near the poverty line will produce a relatively large change in the income poverty incidence.

Poverty is characterized by rural/urban differences as well as discrepancies within urban areas. The incidence of income poverty is significantly higher in rural areas, where 37% are poor compared with 29% in urban areas. But since 78% of the total population lives in urban areas, the number of urban poor is three times that of the rural poor.

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3 All poverty indicators and related data for 1997 in this chapter have been specially prepared for CCA purposes using the 1997 Expenditure and Income Household Survey detailed unpublished data provided by DoS.
Moreover, the highest poverty incidence is found in the largest cities and in urban areas outside the 12-governorate centers. For more information on the role of governorates, see section 3d on Regional Development.) In each of these areas, nearly one third of the population is poor and together with rural areas have the highest average poverty gap.

### Poverty Incidence and Distribution of Poor by Urban/Rural Areas (1997)

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Poverty Incidence (%)</th>
<th>Distribution of Poor (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Households below poverty line</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Urban</td>
<td>22</td>
<td>77</td>
</tr>
<tr>
<td>Rural</td>
<td>27</td>
<td>23</td>
</tr>
<tr>
<td>Total</td>
<td>23</td>
<td>100</td>
</tr>
<tr>
<td>Persons below poverty line</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Urban</td>
<td>29</td>
<td>75</td>
</tr>
<tr>
<td>Rural</td>
<td>27</td>
<td>25</td>
</tr>
<tr>
<td>Total</td>
<td>31</td>
<td>100</td>
</tr>
<tr>
<td>Persons below two PPP US$ per day</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Urban</td>
<td>4</td>
<td>67</td>
</tr>
<tr>
<td>Rural</td>
<td>8</td>
<td>33</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Prepared for CCA based on the 1997 Expenditure and Income Household Survey data.

The poor generally have a high rate of fertility. Data for 1987, 1992 and 1997 indicate that poor households are on the average some 40% larger than non-poor households. Income poverty incidence increases steadily as the number of children increases, reaching 56% for households with seven children and 79% for households with eight or more children. Households with four children or more make up about two thirds of the poor, compared with only one third for the non-poor.

Moreover, life cycle composition shows clearly that poor households have higher dependency ratios, meaning that there are proportionally more family members in early childhood (up to 8 years), middle childhood (9-12 years), and adolescence (13-18 years). Persons within these three stages make up 60% of poor households compared with 48% for non-poor households.

High fertility is also related to lower education. The fertility rate is 5.0 children for women with no education, 4.5 for women with primary or secondary education and 3.7 for women with higher education (1997 Population and Family Health Survey). Moreover, lower education is strongly associated with higher income poverty. The poverty incidence is 40% among households headed by a person with no degree or only elementary schooling, 32% among households headed by a person with basic education, and only 10% among households headed by a person with a university degree. This lower educational status is associated with high dropout rates at earlier stages. Among the poor, dropouts increase rapidly from 5% at age 13 to 69% at age 19 and to about 90% at age 21. The corresponding percentages for non-poor are 2%, 12% and 51% respectively.

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4 Other classifications of urban areas – by governorate, regions and locality population size – show less degree of variation in the incidence of income poverty.
In Jordan, there is a general but incorrect view that income poverty is due to unemployment. But available data indicate that low labour force participation and low wages are the main causes. Comparing the manpower status of the poor with the non-poor reveals clearly that the employment to total population ratio is much smaller among the poor. For every 100 poor persons, only 16 work compared with 22 for the non-poor. This is due largely to a higher number of children in poor families: 48% compared with 38% for the non-poor. The unemployment to total population ratio is nearly the same for poor and non-poor, 5%. However, in the adult labor force, unemployment is higher among the poor. The unemployment rate is 23% for the poor compared with 17% for the non-poor.

The income poverty incidence is 22% when a family consists of 3 to 4 persons and 65% when there are 8 or more. About one quarter of the poor live in housing units with eight persons or more per room. In addition to overcrowding, the poor have less access to safe water and sanitation, but that is more dependent on geographic location than on the poverty status of the household. Most who have no piped water live in rural areas or in urban areas outside governorate centers. About half the poor have access to a public water network, but the distribution of population with access to such a network is biased toward the two largest cities, Amman and Zarqa. On the other hand, about 80% of persons using cesspools and nearly all of those using other inferior means of sanitation live in rural areas and in urban areas outside governorate centers. They also use inferior types of fuel and heating sources.

✓ **Unemployment**

The labor force (employed and unemployed adults) increased at an annual rate of 5.9% for the period 1980-1997. Three factors contributed to this rate. First, population grew by 4.5%. Second, there was an increase in the proportion of population within the working age group. The proportion of the population aged 15-59 increased from 45% in 1980 to 54% in 1995. Third, thousands of workers returned from the Gulf States following the 1990-91 Gulf crisis. Moreover, the number of guest workers increased by more than three-fold, from 80,000 in 1980 to 258,000 in 1995.

Sixty-one percent of the population is of working age, and of those only 39% are economically active while the rest are housewives, students and the unemployed. Only 86% of the labor force works, the remaining 14% are unemployed (November 2000 Employment and Unemployment Survey). Yet, within the working age population, the proportion of those working declined during the period 1995-2000 from 61% to 52% for males and rose slightly for females. Accordingly, the gap between working males and females narrowed.

Unemployment increased sharply during the 1980s, from 5% in 1982 to 15% in 1987. The rate declined to 13% in 1996 and remained about 14% from 1997-2000. The rate for women is nearly twice that of men. However, the gap between female and male unemployment has been shrinking recently; the rate for females declined from 29% to 21% during 1995-2000, while the rate for males fell slightly from 15% to about 14%. Unemployment is highest among those 15-24 years regardless of gender. About 50% of unemployed females and 55% of unemployed males fall in this age group.

Seventy per cent of unemployed males have less than secondary education. In comparison, unemployment is highest, at about 40%, among females with intermediate diplomas. Regardless of gender, unemployment is highest among those who have never married. Most of the unemployed are new entrants into the employment market. The percentage is much higher for males than females, 77% versus 45%. Females suffer most in terms of duration of unemployment. About 30% of unemployed females have been so for more than one year, compared with about 18% for males.

The underemployment rate is some 6%. About two thirds of those who want another or additional job do so because their present job provides insufficient earning or meager incentives. This indicates that underemployment is mainly associated with economic reasons, and thus with income poverty, not with other reasons such as working conditions, hours of work and mismatch between job and educational qualifications.

Besides the unemployed and the underemployed, there are about 6% 'discouraged workers'. They are 15 years of age and above; available for work but not actively seeking work because they believe that no job is available; are tired of seeking work; don't know how to look for work; can't find suitable work; or are not sufficiently qualified.

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5 According to the internationally recognized definition followed in Jordan, for a person to be considered unemployed three conditions must be satisfied: the person is without work, available for work and has taken specific steps looking for work. Thus this definition is narrower than the common perception of unemployment. Specifically, a person who is without work and available for work but has not been actively looking for work is not considered according to the definition to be unemployed. Such a person is considered to be a 'discouraged worker'. The unemployment rate is the percentage of persons 15 years or older in the labor force, total persons employed and unemployed, who are unemployed.
Thus, the total unemployment rate including underemployment and discouraged workers is 26%. Thus, the percentage of adults available for work and wanting new jobs or an additional job was about 26% in 2000.

III. Cross-cutting Concerns

There is generally no feminization of poverty: the income poverty incidence among the 6% of households headed by females is lower than among households headed by men, 19% versus 32%. However, there is a wide difference among female-headed households when related to marital status. About three quarters of the female heads of households are widows, and poverty among them is relatively low (20%) due to the fact that such households are 'old' households with a higher proportion of working members and hence higher income.

Income poverty incidence is even lower (17%) among households with a married female head. These make up 23% of female-headed households. Typically these are households with a male head who is absent working in a Gulf State or elsewhere. The remaining types of female-headed households make up 6% of all female-headed households. The poorest among them are those with a separated female head, almost half of them being poor. Nearly all of the heads of these households are unschooled; only 7% are employed and about 60% of these households have 7 or more members. Though such households make up only 4% of total poor among female-headed households, they merit special attention due to the severity of their poverty and to the fact that a female who is separated must, in addition to economic hardship, often face social disfavor.

Unemployment among women is about twice that of males and the percentage of discouraged female workers is more than four times that of males. Moreover, the fact that the unemployment rate for males is more than twice that of females means that a higher percentage of working males look for other or additional jobs. Accordingly, the three indicators—unemployment rate, discouraged workers and underemployment rate—point to the conclusion that work opportunities available to women are fewer than those available to men.

The average female wage is close to the average for males. But this hides significant gender inequity. Comparing the average wage for males and females with the same educational level reveals that an unschooled female receives about a third of a male wage; half for elementary; two thirds for basic education; 82% for secondary; about the same for intermediate diploma and 71% for university. But as female workers have higher educational levels than males, the overall average is nearly the same for males and females doing similar work. (59% of female employees have intermediate diplomas or higher, compared with only 24% for males).

IV. Key Issues

✓ Reaching a consensus on the definition and characteristics of poverty, including poverty measurement, mapping, and profiling.

✓ Advocating national partnerships including the promotion of government, civil society and private sector cooperation for country-wide initiatives to identify priorities for poverty alleviation and the elaboration of a national strategy for poverty eradication and effective interventions.

✓ Implementing integrated development programs for poverty alleviation at the local level through comprehensive community development initiatives and participation.

✓ Enhancing education and skills of the poor and sharing of aid flows to social services for the poor.

✓ Improving access to and quality of basic health services, including family planning, maternal and child health care services.

✓ Improvement in assisting and targeting of the National Assistance Fund through beneficiary studies of conditions and sources of assistance, criteria for eligibility, the amount of assistance, the processing of assistance and institutionalizing a comprehensive national data base of assistance.

6 This percentage reflects more precisely the common perception of 'unemployment rate' that includes, besides the statistically defined unemployment rate, the underemployment rate and the percentage of discouraged workers. This may explain why many think that the DoS estimates unemployment rate in Jordan is too low; hence, they are more ready to accept other higher 'independent' estimates of the unemployment rate.
Continuous income poverty monitoring, particularly in terms of collecting and processing data.

Improving employment opportunities for the poor including access to credit, assets, and entrepreneurial skills.

Designing labor policies that address pro-poor growth and vocational training and promoting entrepreneurial skills to build a skilled work force and enhance production.

Developing tools for analysing key macro-economic development issues that define Jordan's need for skilled workers and technicians.

Evaluating learning institutions and the responsiveness of their educational programs to labor market needs and economic changes.

Establishing new businesses, offering training and rehabilitation and supplying information on job opportunities.

Focusing on political and economic gender empowerment to end disparities.

Data Collection Issues

Harmonization of terminologies, data compilation and analysis of poverty and unemployment including related indicators for improved assessment of the issues.

Data compilation using individual levels as the statistical unit through food composition surveys, participatory poverty surveys, etc., not only disaggregated by gender but also by geographical sub-areas and other related variables.

Collection of data about nutritional trends and causes of malnutrition through a nationwide nutrition survey on food consumption.

Major challenges:

- Low economic growth rates incompatible with population growth
- Poor natural resource base (water, arable land, energy, etc.)
- High unemployment with rural/urban, gender-related disparities
- High population growth and fertility rates
- Low participation of women in the labor market
- Economic dependence on external remittances and assistance
- Rising cost of energy

Reasons for challenges:

- Decline of income due to lower remittances and larger disparities in income because of large inflow of returnees
- Large-size families with a high dependency ratio
- Low education of income earners among the poor
- Low income of the working poor who depend on low wage labour
- High unemployment and under-employment among the poor
- Poor family planning
References (Statistical)

Table 3: Lower wages and poverty

<table>
<thead>
<tr>
<th>Wage (JD per year)</th>
<th>Poor emp. (%)</th>
<th>Poor emp. (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 1000</td>
<td>35</td>
<td>23</td>
</tr>
<tr>
<td>1000 - less than 2000</td>
<td>42</td>
<td>34</td>
</tr>
<tr>
<td>2000 - less than 3000</td>
<td>18</td>
<td>27</td>
</tr>
<tr>
<td>3000 - less than 4000</td>
<td>4</td>
<td>8</td>
</tr>
<tr>
<td>4000 - less than 5000</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>5000 and more</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>All employees</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

Two thirds of the poor heads of households are employees

poverty related to education
B. Social Development

1. Background/Introduction

A viable, sustainable, and humane society can only be built through social and economic interventions guided by the principles of human rights. Numerous human rights instruments, international conferences and meetings have attempted to reach a global acceptance of this fact and have significantly affected the view of development, equality and peace in the past decade. Children and women are no longer viewed as the objects of charity but instead the subjects of rights, rights which society is obligated to make every effort to fulfill. This paradigm of children, women and every member of the human society as rights holders compel decision makers to take into account the rights of the marginalised and weakest members of society. There is a need to understand the broad array of factors that influence their rights—demographic, economic, legal and social frameworks, the role of government, NGOs, and international institutions. This analysis of social and development issues therefore, is framed by a rights-based approach.

The analysis has also adopted gender mainstreaming and the promotion of the rights of women and girls as an important cross-cutting element. Among all the disparities in society, none is more pervasive than discrimination on the basis of gender. It exists in all societies, at all levels and affects half of the world’s population. No society can develop by leaving out half of its human resources, nor is it acceptable to deprive individual women and girls of their basic human rights. As a result, governments, the international community and NGOs have pledged in various international conferences to join forces to promote gender equality.

At the same time, all priority needs and social development issues are identified in relation to the different stages in the life cycle. This approach is adopted in order to take into account the synergistic effect of health, nutrition, population, education and social protection at each stage of life and to convey the fact that interventions are needed at several points in the life cycle to sustain the well being of members of society.

The role of the private sector in health and education is growing. In the field of education, the private sector provides 98.65% of kindergarten schooling, 14.06% of basic education and 8.07% of secondary education.

2. Early Childhood

2.1 Physical Health

The past decade has seen significant progress in the realisation of the rights of Jordanian children. The age group 0-9 constitutes 29% and age group 0-14 forms 42% of the population, according to the Human Development Report 2000. The IMR has fallen from 135 deaths per 1000 live births in 1960 to 26 in 2000. U5M is one of the lowest in the region, falling from 39 in 1990 to 31 (33 for males, 30 for females) in 1999*.

These impressive declines in mortality rates result from focused maternal and child health activities, increased vaccination coverage rates and improvements in education, birth spacing, sanitation and access to clean water. Other contributing factors include the increased use of oral rehydration therapy and better childhood nutrition.

The country has successfully increased immunisation coverage among infants and mothers. In 2000, the MoH reported 91% coverage for DPT, 94% for measles, 94% for polio3, and 93% for HepB3. In 1997 the MoH has become vaccine independent, purchasing all the vaccines needed for the routine immunisation programme.
There are, however, serious problem areas affecting the health of children. Acute Respiratory Infections (ARI) should be at the centre of the public health agenda for early childhood development as they are the leading cause of death among infants and the second leading cause of death among children aged one to five. The rates of ARI among infants and children might even be underestimated, as observers believe that the current death registry system does not adequately capture the number of child deaths due to ARI. Hospital-based studies have shown that up to 40% of outpatient visits by children aged one to five and that 30% of all admissions to pediatric wards are ARI-related. The government is implementing a programme to combat ARI, and a survey revealed that 96% of the health facilities are able to give standard ARI case management (100% in the central region, 94% in the north, and 86% in the south), although treatment quality varies.

Health indicators demonstrate that diarrheal diseases, which cause the deaths of significant numbers of children in other countries, do not pose a major public health threat to infants and children in Jordan. However, the prevalence of diarrhea among children under 5 years of age in 1997 was more than double its 1990 level. Fieldwork for the 1990 survey was done from September-December while the 1997 survey was from June to October, and this could be why more cases of diarrhea were reported in DHS97. In this context it is important to point out that, according to the end decade report, the proportion of the population with access to safe drinking water in rural areas decreased from 91.2% in 1990 to 85.4% in 1997. This is due to recent water shortages that have forced more people in rural areas to buy water from water tanks, which are not considered a safe source of drinking water in the international definition of this indicator.

After a national study in 1993 showed that 38% of children aged 8-11 years suffered from clinical goitre, the government took steps to ensure that all salt manufactured for consumption is iodised. The impact of this policy has been significant: a 2000 national study showed that goitre among school age children was reduced to 34%.

Prevalence of anemia was 35% among pregnant and lactating women, 28.6% among women of reproductive age, and 15% among school children. The MoH is currently developing a flour fortification strategy in an effort to reduce the high prevalence of anemia.

Vitamin A deficiency is not considered a public health problem, but is a concern in certain underdeveloped areas, reaching up to 20% among school children.

The MoH established a programme to distribute Vitamin A capsules and to educate the public on how to address Vitamin A deficiency. However, the problem needs close monitoring and continued focused interventions.

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**Health System**

Jordan’s health sector performs well in terms of access and health outcomes, which are among the best in the region, and among middle-income countries. Jordan has achieved most of the decade and the millennium goals.

The health system includes the Public Sector, the Private Sector and the International and Charitable Sector (including UNRWA, which serves the 1,500,000 Palestinian refugees registered in the country). Health resources increased significantly between 1990 and 1997. During this period there was a 29% increase in the number of doctors, 91% increase in the number of hospital beds, 28% increase in the number of MoH centers, 29% increase in village clinics, 96% increase in maternity and childhood centers, and 85% increase in dental clinics. Taking into account a 33% population increase for the same period, the per capita share of health resources improved relative to number of doctors, beds, maternity and childhood centers, and dental clinics, although it declined in terms of MoH centers and village clinics.

However, the average contribution of public expenditures has declined from 51% in 1990 to 39% in 1997. This illustrates the rising importance of private sources of health care in Jordan. This is corroborated by the Partnerships for Health Reform (PHR) technical report No. 49. The report reveals that almost 47% of the total funds originated from private sources, whereas 45% is apportioned public funds and the remaining 8% is contributed by international donors or other sources.

Of public health expenditures, almost 58% is spent on curative health care, 27% on preventative services and primary care, 5% on administrative activities, 3% on training and 7% on miscellaneous activities. If the average contribution of public health continues to decline, and the share of preventative health care remains proportionally low, uninsured and low-income families will be seriously affected in the long term.
Recently, MoH staff was introduced to the Integrated Management of Childhood Illnesses (IMCI) approach. IMCI encompassed interventions at home and in the health system, combining improved management of childhood illness with aspects of nutrition, immunisation, and other important influences on child health, including maternal health. Using a set of interventions for the integrated treatment and prevention of major childhood illnesses, the IMCI's goal is to reduce deaths, the frequency and severity of illness and disability and to contribute to improved growth and development. This set of interventions aims to improve practices in both health care facilities and at home.

2.2 Social Development
Children's mental health and its importance and impact on their productivity well into adulthood began receiving the attention of educators and policy makers in the early 1990s. In 1993 a Plan of Action for Early Childhood emerged from a national seminar on children. Jordan's work in this area does not yet match its achievements in physical health.

The early years are the most crucial in shaping personal characteristics and growth and will have lifelong effects on personality and development. The family is the primary and optimal care provider for children, and investment should be put into improving parents' ability to provide appropriate care and stimulation for their children. The national study on parental knowledge and practices relating to child development showed wide differences in awareness between urban/rural areas and between males and females in areas of cognitive and emotional development.

In 1994, the educational system was divided into three stages: the Kindergarten Stage (2 years), the Basic Education Stage (10 years), and the Secondary Education Stage (2 years). However, Early Childhood Services have been provided mainly by the private sector and the role of MoE is limited to supervising and licensing NGO and private KGs. The MoE only started offering KG in under-privileged and remote areas in 2000. This sector has grown slowly in comparison with the basic education cycle. Enrolment is still low, at 28% in 1999-2000 (compared with 23% in 1990-92). Enrolment of boys is slightly higher than that of girls, 29.7% versus 27.3%. Enrolment in urban areas was higher than that of the rural areas in 1990 (29.1% versus 17.2%), but in 1998 rural enrolment overtaken enrolment in urban areas (31.9% versus 27%). Kindergartens only enroll children from 3 years and 8 months old.

There are fewer nurseries for younger children than KGs. They also are overwhelmingly in private hands and reportedly of widely varying quality. They reach around 2% of the target population.

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**Education Services**

20% of the national budget is allocated to the Ministry of Education, or 6% of the GDP (UNDP, Jordan Human Development Report, 2000). Additional amounts spent by UNRWA and the private sector bring the total amount spent on education to about 8% of the GDP. The number of schools and the number of teachers has multiplied many times during the past decades. The 1994 Education Law extended compulsory education to ten years, through age 15, and provides two free years of secondary education. About three-quarters of all students are in governmental schools, while about one in eight are in UNRWA and private schools.

The student-teacher ratio is 20:1 on average compared to 23:1 in 1990 (UNDP Jordan HDR, 2000), with regional disparities (for primary education the ratio varies from 26:1 in Aqaba to 18:1 in Madaba. For secondary education the ratio varies from 19:1 in Ma'an to 43:1 in Tafileh).

Although these figures meet acceptable standards, there are still many concerns about the quality of the education, for example in relation to the curriculum and the teacher training.
By the mid 1990s, progress in the expansion of services was still slow, and the majority of young children had no organized group care. In response, UNICEF organised a multi-agency team to implement the Better Parenting Project, a project with community outreach goals to address the psychosocial needs of childhood. But the most important development in support of a comprehensive approach to both physical and mental health of children has been the development of the National Strategy for the holistic care of the young by a team headed by Her Majesty Queen Rania.

It is clear that more focus is needed on expanding ECD outreach services on an equal basis to both boys and girls with due consideration to geographical distribution and affordability. The quality of KGs is another area for concern since a Ministry of Education/UNICEF study drew a bleak picture of their situation.

2.3 Primary Education
While support for early childhood development may be inadequate, the government is committed to providing free primary and accessible higher education. Net enrolment in primary education increased from 83.6% in 1990 to 86.4% in 1997 with no gender difference. Dropout rates have remained low during the past decade and are 5% for the 6-16 age group.

Yet given the high percentage of population within the basic education age and near universal enrolment in basic education, per capita spending on education remains below the level required to achieve the desired improvements in education facilities, quality, and student results. There are still schools, UNRWA schools in particular, which run double shifts in order to provide education for all enrolled students. UNRWA schools, however, are in the top rank of national examinations. The sustainability of public spending on education will remain a major challenge in the coming decades given the high proportion of students in the total population.

In 1989 the MoE embarked on the Education Reform Plan to improve the quality of education. The objective of the educational system is "to prepare citizens who believe in their God, are loyal to their country and nation and are endowed with exalted human morals". The Jordanian curriculum focuses on 'Learning to Know' and 'Learning to Do', with little attention to 'Learning to Be' and 'Learning to Live Together'. Thus two essential components of any syllabus for learning for the 21st century, promoting tolerance and mechanisms for living together and discussing how to make valid life choices, are still under-emphasized. The curriculum needs to be more contemporary and linked to modern life. In terms of methodology it would improve by being more focused on learner-centred learning. At the same time teacher training needs updating so that teachers can relate better to this learner-centred approach.

A gender analysis study of school textbooks indicates that male and female figures are presented in traditional roles, with men in public settings and women in family settings or in traditional professions such as nursing, teaching, clerical work and unskilled labour.

Jordan participated in the Third International Math and Sciences Study for grade eight students in 1999 along with 37 other countries, coming 30th in the science test and 32nd in the mathematics test. This is an improvement over a similar study in 1991 when Jordan was ahead of only one country. However, the results indicate that there is a need to examine the quality of education and teacher training programmes.

To ensure contemporary, relevant and high quality education, there is need for an updated national strategy and policy. The current high turnover of MoE staff at the decision making level makes it even more difficult to pursue a consistent approach in the development of strategies for the educational system.
3. Youth

Nearly a quarter of Jordan's 5.2 million inhabitants are aged 9-18, which means that there are about 1.2 million adolescents. Furthermore, two-thirds of the population is 24 years or under. This poses dramatic challenges for Jordan's government in meeting the education, health, and leisure needs of the young people who will be tomorrow's parents. Every year for the next 20 years there will be at least 130,000 entrants into the educational system, an annual increase of 5-10%, along with an addition of at least 70,000 into the labour market.

3.1 Health

There is little data on the health status of this significant proportion of the Jordanian population. Some recent studies have looked into young people's perceptions of their own health and ways of preserving health. A recent survey gives insight into what 15-24 year-olds do to remain healthy. Females tend to associate health with diet and eating habits while men were more likely to relate health to avoidance of health-risk behaviour such as smoking, drinking and drugs (Jordanian Youth Survey: KAP on Reproductive Health and Life Planning, Johns Hopkins University and National Population Committee, Amman, 2001). The survey also showed that 42% of those aged 15-19 did not know the meaning of "reproductive health"—48% of boys and 35% of girls. Adolescents said that the media and health clinics were their primary sources of reproductive health and family planning information. Only 2% said they had talked to their parents about family planning. Another reason for concern is that a WHO/UNICEF survey showed that about 25% of school children smoke.

Among the issues facing youth are accidents in general and traffic accidents and crimes against adolescents in particular. According to the 1996 JLCS, on average, 8% of adolescents reported being injured or sick in the two weeks before the study. Adolescent girls report higher rates of accident or illness in the two-week period: nearly 9% as compared with 8% for boys. It is not clear if the higher rate among girls is due to a higher propensity to report accidents or illness.

The MoH has a number of projects to promote health integration into the education system. It has developed guidelines for teachers on several health-related issues and integrated them into the curriculum. A second project, in co-operation with WHO and MoE, aims at the participation of students and their families in developing healthy life styles in their communities.

An additional way of addressing adolescent health is through the school health services. However, existing services are limited and need improvement. More co-ordination between the health sector and the education sector would surely benefit school health services. Students would benefit from awareness raising on various health issues such as hygiene, smoking, reproductive health, sexually transmitted diseases, etc. In addition, counselling services need more and better-trained staff with wider responsibilities than current counsellors have.

3.2 Education

Males and females at this age both consider attaining a high level of education as an important goal. Secondary education of two years is not compulsory but is free at government schools. It comprises the comprehensive stream (academic and vocational education) and the applied stream. The gross enrolment rate among 16-17-year-olds in secondary school was 73% in 1997/98: 75% of females and 75% of males, compared with 35% of girls and 52% of boys in 1973/74. The private sector offers education to only 7.4% of all secondary students.
Vocational training streams in government schools account for 36% of all secondary students, of whom one-third are females. This is a substantial increase from 15% in 1989, when the government began its educational reform plan. When choosing vocational streams, girls tend to enter traditional fields such as textile work, hair dressing and cosmetics.

Studies and surveys indicate that vocational training remains largely unattractive to Jordanians who still prefer white collar or desk jobs. Graduates with secondary vocational training degrees not only earn lower incomes than those with secondary academic degrees, they are also less respected socially. Still, the labour market in Jordan is such that on graduation, the majority of jobs are available in the vocational stream, not the academic.

Vocational education needs updating so that it fills the needs of the changing market and economy, which demand skills different from those provided by traditional vocational training programmes. In addition, efforts should be made to change society’s negative perceptions of blue-collar work.

Forty-five community colleges offer 1-3 years of post-secondary education. In 1999-2000 their enrolment was 29,707, of whom 68% were female.

Jordan has 20 universities; eight of them run by the government. They have some 118,000 students, of whom 49.2% were females. At the university level, women tend to enroll in liberal arts, natural sciences, humanities and education while men enroll in law, engineering and business administration, which have relatively higher employment prospects. English is used for instruction in medicine and science and recently also in business studies.

This high enrolment in higher education results in a large pool of graduates who remain unemployed because they are over-qualified or insufficiently equipped with technical skills to work in services. As mentioned earlier, the current education system does not connect to the job market, resulting in much frustration among college and university graduates. Migration is often considered as a permanent solution, losing the educational investments made by the country and leading to a “brain drain”.

The quality of university education is another concern. It has a strong focus on theory rather than on application, and university teachers often do not have practical experience. There is little promotion of research and minimal promotion of library use; instead courses are usually textbook-oriented. Teachers direct students towards grades and passing rather than towards excellence.

While no gender gap exists in terms of educational aspirations, female participation in the economic and political sectors drops following graduation. A mere 64% of Jordanian youth, aged 15 to 29, believe that women should participate in the work force while 89% believe that women should have access to higher education. Thus, it is generally accepted that women have access to any level of education they wish, but their public participation after graduation should be limited.

3.3 Groups with special needs
There are some shared concerns when it comes to groups with special needs: the disabled, substance abusers, orphans, juvenile delinquents or victims of abuse. There is a lack of basic data on the prevalence as well as on the causes of these problems. In addition, little is known about the specific needs of any of these groups or on the suitability of existing services.

Legislation for the protection and integration of groups with special needs still requires improvement, and the policies to support the implementation of the legislation should be made.
effective. There is a general lack of sufficient counselling and services for children in need of special protection. This requires advocacy, because programmes addressing the needs of vulnerable groups are faced with negative societal attitudes. There is a high degree of stereotyping of children growing up in institutions, substance abusers and delinquents. Another problem is the supposed taboo on violence against children and women, making it very difficult to assess its prevalence or support its victims. Stereotyping and negative societal attitudes are often heightened by a lack of education and awareness about the problems of these groups.

Legislation still falls short in providing total protection for children. Special efforts should be exerted to activate the different articles that further the protection of children, such as Article 3/3 from the Court Proceeding Law allowing complaints from minors in cases of abuse by the family. There is little data on the prevalence of violence against children, but there is increased awareness and acknowledgement of the problem. A major development is the establishment of the Family Protection Department in the Public Security Department. It handles and records reported cases of abuse. Their records show that girls are somewhat more subject to physical abuse than boys. In addition, a National Committee for Family Safety was established in 2000 under the patronage of Her Majesty Queen Rania, with the responsibility of introducing legislative change; planning and monitoring programmes related to the protection of women and children from abuse. A number of NGOs have also initiated programmes to address the problem.

The number of children without a home or separated from their family is relatively small since traditionally members of the extended family will care for them if their parents cannot. Children without caregivers are looked after by governmental, private or NGO institutions. In 2001, 595 boys and 651 girls were living in institutions. Conditions in these institutions vary, although officials agree that most basic shelter, food and clothing needs of children are addressed. Nonetheless, there is a significant shortage of psychological counselling services for these children. Another problem is stigmatization by society of children raised in institutions.

There is little data on the extent of child labour. The number of working children is believed to be small, but experts expect that the number may be on the rise as a result of economic conditions. Jordan has ratified all international treaties on child labour, and the minimum age for working is 16 (and 17 for working in employment certified as hazardous by the MoL). However, there are no sufficient monitoring systems to ensure that the laws are enforced.

The Commission on Human Rights and the MoSD have proposed raising the age of legal responsibility from seven to 12 years. MoSD has seven centres for juvenile delinquents. During 2001, 3,642 minors entered one of these institutions, while the number of children remaining there was 311 boys and 17 girls. Although some progress was made in 2002, there is a need for significant changes in the law regarding juvenile delinquency to make it conform more closely to the CRC.

The Jordanian Care of the Disabled law sets out the framework for the responsibilities of the state towards the disabled. The law is progressive, enlightened and humane, affirming the rights of the disabled to integration into society, to education, etc. The WHO estimates that about 10% of any population suffers from some kind of disability, which would mean that there are around 500,000 disabled in Jordan. Nation-wide there are 131 centres with specialised services for the disabled. Of these, 105 serve children but not necessarily exclusively. A recent study of institutions serving disabled children indicated that the number of children using these services is over 7,000 (4,000 boys and 3,000 girls) but that human resources and equipment in the centres are often insufficient.
In 1982 UNRWA and Oxfam UK introduced Community Based Rehabilitation (CBR) for the disabled. During the '90s HRH Prince Ra'ad expanded this program, and it has now been adopted by other NGOs. There is a national CBR committee that includes government decision-makers. CBR integrates the disabled into community life through the combined efforts of the disabled, their families and communities, along with the appropriate health and education services. Although CBR outreach is still limited, its success and expansion are an encouraging example of community participation in health care.

3.4 Main challenges
A number of recent studies and surveys of Jordanian youth show that among the major problems they face today are poverty and unemployment; lack of educational resources and a shortage of facilities for leisure-time cultural and sporting activities. These studies acknowledge that there is a gap between what is taught in schools and the needs of the job market in which graduates look for work. The challenge is to modify the curriculum based on the demands of the employment market. The basic attitude towards education needs to change from being something prestigious to do for its own sake to being a practical tool for attaining opportunities in life, including employment. Education should be linked to the specific needs and requirements of the country.

Young people also feel a lack of participation in all levels of society. They consider there is a lack of opportunity for young women and that there are restrictions on young women's involvement in decision-making relating to all aspects of life.

For those with special needs, there needs to be research done to fill data gaps on abused children, child labour, street children and children in institutions. Based on such research, the specific needs of these groups and causes of their problems will be identified and national plans to remedy these problems can to be explored. Another important aspect is legislation, which should be harmonized with international conventions and acted upon to ensure maximum protection for these vulnerable children.

4. Adults

4.1 Health
Most data concerning health in Jordan are input indicators related to the availability of health services. However the available output indicators show the health situation has improved considerably during the last 10 years.

Maternal mortality decreased from 800 to approximately 38 per 100,000 live births between 1979 and 2000*. During the same period the use of antenatal care has expanded to cover more than 90% of pregnant women. Similarly, 95% of births have trained health personnel in attendance. According to the 1996 Jordan Living Conditions Survey, a majority of those not receiving antenatal care thought they did not need it. The second most frequent reason for not receiving antenatal care was the cost. In comparison to a high percentage of women receiving antenatal care, only 20% of women return for postnatal care. In general there is a need for better maternal health care awareness and education.

Jordan is seeing an epidemiological transition characterized by rapid declines in mortality from infectious diseases coupled with an increase of non-communicable disease. Although accurate data on trends is scarce, available data shows that today the major causes of death for both sexes are cardiovascular diseases (average of 42% in 1997) mainly due to hypertension, coronary heart disease and stroke. Cancer is second at 13%. About 8% of cancers occurred before the age of 20 and 38% after the age of 60. In males the most common cancers were lung (11.2%), bladder (9.4%), colon-rectum (8.7%) and leukemia (7.7%). In females, breast cancer leads (32.4%) followed by colon-rectum (9.7%) and leukemia (5.9%). Accidents are the third major cause of death (10.5%).
Chronic diseases such as diabetes are major health problems. According to epidemiological surveys conducted over the last few years on samples of the Jordanian population, diabetes affects more than 10% of adults. Determinants and levels of risk factors for chronic non-communicable diseases are rising. HIV/AIDS is an emerging area. At the end of June 2001 the cumulative total number of all HIV/AIDS cases detected in Jordan was 286, 24% infected by blood and blood products, 50% through sexual contacts and 1.1% through vertical transmission. The causes for the remaining 25% are unknown. Prevalence of HIV among pregnant women is unknown and there is no estimate of the number of children infected with HIV.

4.2 Nutrition Status
Data on nutrition indicators is scarce. The 1997 DOS Household Income and Expenditure Survey shows that the total per capita calorie supply in 1997 was lower than in 1992. The 1996 survey reveals prevalence of malnutrition among children aged 5-12 as follows: height for age 9%; weight for age 4% and weight for height 1.5%. Malnutrition is more widespread in southern Jordan and is associated with heads of household who have lower education and live in a farm-type neighborhood.

Jordan is classified by IFAD, the International Fund for Agricultural Development, as one of the five least food secure countries in the region, but detailed data on food insecurity/malnutrition is scarce. From 1992-97, food prices increases far outstripped non-food prices. This was especially true for cereals, which rose by 106% against 15.5% for non-food items. This has put great stress on the meagre incomes of poor households, which spend a large proportion of their income on food (48% for the poor versus 42% for the non-poor and 57.5% for rural households versus 42.5% for urban households). Much of their expenditures are on calorie-poor food sources such as cereals, vegetables and sugar. Among those most affected are the severely impoverished and extremely food insecure households in rural/disadvantaged areas, largely in the south.

Although the average national calorie intake was 2855 per person, per day, according to DoS, it ranged from 1344-2386 (average 1865) for the low-income groups. This average is less than the minimum nutritional FAO standard of 2224 calories a day. Therefore nutrition among the poorest of the poor, both in terms of quality and quantity, is a cause of concern for both policy makers and donor agencies.

4.3 Family Planning
With the total population of 5,182,000, the fertility rate stands at 3.6. Population growth averaged 3.3% per year from 1992-1998 but is generally declining, dropping to 2.8% in 2000. Around 80% of the population is now urban, compared with only 40% in 1960. While decreasing, the high population growth rate is among the primary obstacles in maintaining Jordan’s development achievements in the decade ahead. The population doubled over the last 20 years and is expected to almost double again by 2035.

However, the first National Population Strategy formulated in 1995 aims at reducing the growth rate. Currently, the Higher Council on Family Planning is being established. Along with the Government, UNFPA, UNHCR and USAID provide assistance with family planning.

Use of contraceptives doubled between 1983 and 1997. The percentage of currently married women using contraceptives increased from 26% in 1983 to 53% in 1997. The methods used changed also. The share of all modern methods declined from 80% in 1983 to 72% in 1997. The use of contraceptives is higher in urban areas and the central region and increases with higher educational level and greater number of children.
4.4 Substance abuse and smoking
There is little data on substance abuse, so the extent to which Jordanians across age groups and gender abuse both illegal and over-the-counter drugs is not clear. Substantial research is required to determine the extent of the problem, and increased clarity is needed to define controlled substances and the penalties associated with their use and sale in general and in relation to minors. Smoking is a major problem with more than 40% of adult men and 5% of women smoking regularly. Recently, the government has made significant efforts to ban smoking in public places and for drivers. Enforcement should both decrease the level of second-hand smoke and reduce the number of traffic accidents.

One challenge is to provide stricter enforcement of tobacco-related laws, including the one forbidding the sale of cigarettes to children. Another challenge is to raise awareness among parents on the health consequences of second-hand smoke.

4.5 Education/Literacy
The adult literacy rate is the proportion of the population aged 15 years and over which can, with understanding, both read and write a short simple statement related to their everyday life. The national adult literacy rate is 89% (94% for males, 84% for females). There are regional disparities; literacy rates are lowest in Tafila and Ma'afraq (70% and 71%) and highest in Amman and Zarqa (91% and 87%). Some 11,000 Jordanians are enrolled in literacy programmes.

Considering the number of young adults in the population, it is important to keep in mind all aspects of life long learning. Because of the recent high school enrolment rates, illiteracy will not be a problem in 25 years. However, both at the formal and informal level, bridges need to be built between elementary and secondary levels and between work and upgrading of skills. This will allow the coming generation of older adults to continue their life long learning.

4.6 Violence against women
The penal code does address assault but does not have special provisions for domestic violence. A number of NGOs provide some services to victims of domestic violence through legal and psychological counselling or hotlines. Since the subject of domestic violence is taboo, it is very difficult to assess its prevalence. A recurring phenomenon is "honour killings", the killing of women (or adolescent girls) by a family member for allegedly shaming family honour. During 2000 there were 22 such cases reported. The penal code provides reduced sentences for those who committed an "honour crime". Efforts to change the relevant article in the code have been unsuccessful.

5. Elderly

Those above 60 years make up 4.5% of the population (2.7% are over 65). Although this percentage may seem small, it will increase in the coming years to about 6.8% in 2025 and 15.3% in 2050. This increase can be attributed to the overall improvement of health services, nutrition and education levels. Similarly, life expectancy will rise. From 1995-2000 it was 70.1 and it is expected to be 75.6 from 2020-2025 (UN World Population Prospects, 1998 Revision, NY, UN 1999, Vol. 1).

Health services for the elderly are provided mainly by the MoH, MoSD and a number of NGOs through existing health care centres and hospitals. Faculties of Medicine do not offer specific courses on care of the elderly. Diagnosis and treatment of their health problems are included in each specialty.
A survey by MoH and WHO on the elderly in Jordan concludes that families are the most common place where the elderly live and from whom they receive their care and income. There are only 10 nursing homes: five non-profit voluntary societies and five private nursing homes. The total number of elderly in these homes is around 350 persons. MoSD has a contract with two NGOs to provide care for the elderly. There are three day-care centres (Kerak, Amman and Jerash), while some 8,000 elderly families benefit from National Aid Fund assistance.

In spite of this, many elderly suffer chronic physical and emotional problems. They have difficulty in moving and transportation. They have little assistance at home for daily life activities and they are insecure financially, specifically in terms of health insurance. In addition, they need to feel more useful and to be more active physically and mentally (The Forgotten Few: A Situation Analysis of the Health of the Elderly in Jordan, Dr. Sawsan Majali Mahasneh for WHO).

Since the percentage of elderly in the total population is rising, the country needs to ensure timely interventions to deal with their needs. One important aspect should be health insurance. In 1997 a National Higher Committee for the Elderly was established in 1997 and a national strategy developed.
Jordan is doing well in both education and health. There is near universal enrolment in basic education plus high levels of enrolment in universities and community colleges. The health sector performs well in terms of both access and outcomes. However, there remain a number of challenges to build on this success in light of a continuing growth in population, larger numbers of young people and longer life expectancy. In the area of early childhood development, it is clear that more focus is needed on expanding ECD outreach services on an equal basis for boys and girls and their families with due consideration to geographical distribution and affordability of services.

The government is making important strides in improving the quality of education with 10.7% of the national budget allotted to education. Some recent steps include the expansion of English language teaching to all grades from 1-12; introducing computers to all secondary schools and 500 primary schools; and introducing capacity building for all levels of the Ministry of Education and in districts to enable staff to lead in the improvement of quality. The Ministry has also prepared a package of educational innovations to improve school curricula; develop the abilities of teaching staff; expand the development of learning centers to cover all parts of the country; expand the number of Ministry-operated kindergartens and devolve more responsibility and decision-making.

a. Education issues

✦ The quality of education is a major concern both in terms of outdated teaching methods and curricula that do not fully relate to contemporary life;
✦ There is a strong focus on theory rather than application;
✦ Education is not linked to labour market needs;
✦ Negative perceptions of blue collar/vocational work persist;
✦ Textbooks present males and females in traditional roles;
✦ Per capita spending on education remains below the level necessary to achieve the needed improvements in facilities, quality and student results;
✦ High unemployment among youth, including educated youth whose skills and knowledge do not relate to the job market;
✦ Young people lack a feeling of participation in society;
✦ Lack of leisure time facilities (sports, cultural) for young people.

Recommendations

✦ The quality of education remains a major challenge. This encompasses the training of teachers; suitability of curricula for the 21st century, equipping students with necessary life skills and linking education to labour market needs. All of these areas need greater attention.

✦ Vocational education needs modification to meet the needs of the changing market and economy, which demand skills other than those provided by traditional vocational training programmes. In addition, efforts should be made to change society's negative perceptions of vocational/blue collar work.

✦ In order to ensure a contemporary, relevant, high-quality education, there is a need for an updated education strategy and policy at the national level that will take into consideration the particular needs of young people in preparing them for the future and helping them live in the present, and addressing the issue of women's participation in society.
b. Health issues

- The epidemiological transition and changes in the disease patterns characterized by a progressive increase in the magnitude of non-communicable diseases and accidents which are both emerging as the leading causes of morbidity and mortality;

- Major lifestyle changes contributing to the development of determinants and risk factors for chronic non-communicable diseases;

- Rapid advances in technology and rising health care costs;

- Increasing public access to effective and affordable health care;

- The growth of an increasingly significant private sector;

These challenges highlight the need for change to more efficient, goal oriented health services, which improve the responsiveness of the health sector to the needs of the population. Such a change requires:

- Clear strategies and a comprehensive national health development plan;

- Moving to a broader health agenda that promotes and protects health, mobilizing communities to promote their own health and adopting a new strategy for investing in health for economic development particularly for poor and disadvantage populations;

- Strengthening human resource development; matching educational programmes for health professionals with priority health needs; giving priority to continuing education and integrating it into health services; establishing clinical audit and accreditation and relicensing of health professionals;

- Strengthening surveillance of health determinants, major risks, disease mobility and mortality and upgrading health information systems;

- Establishing effective mechanisms for multi-sectoral collaboration for health;

- Increasing accessibility to health care, expanding preventive services and extending the coverage of insured health services to the poor;

- Improving the quality of health care provision, particularly primary health care;

- Reducing costs, improving efficiency and giving renewed attention to the cost-effectiveness of medical interventions;

- Strengthening private-public partnerships and auditing clinical practice.
Recommendations

National health strategies are based on the Health For All (HFA) strategy, which considers "health as a basic right for every citizen". There is continued government support for primary health care towards HFA and commitment to extend health insurance to achieve universal coverage. Legislation is being reformulated to accomplish these goals and challenges. Thus, Jordan's HFA strategies aim to:

- Improve management by strengthening the health information system, decentralizing decision making to the facility level and providing individual facility managers with the authority and information to effectively manage their facilities;
- Improve health status, strengthen involvement of other government sectors and promote community partnership in the health sector;
- Strengthen health manpower development and training to provide an adequate number of appropriately qualified health personnel to meet health needs;
- Improve efficiency, health outcomes and the quality of the pharmaceutical sector;
- Improve equity and access by extending formal universal coverage to the entire population;
- Improve the efficiency and clinical effectiveness of the service delivery system;
- Upgrade and monitor clinical practice.

There are several on-going projects to update and develop an MIS (Management and Information System) and there is agreement in the health sector that current projects should be further developed to provide adequate, reliable and valid data for monitoring the utilization and quality of health care services. So far, progress has been slow. The MIS will only be effective when it is applied in all health centres, connected by a network, and when decision-makers use generated data to make decisions. This can only be achieved with full commitment from the MoH and collaboration with international agencies. The issue of sustainability has to be considered since applying the system will cost about US$ 5,000 per health centre.

"Note: Studies carried out by various institutions show different figures with respect to the Maternal Mortality Rate and the Infant Mortality Rate. The annual fertility survey for 1999 examines six national surveys from 1990 to 1999 and suggests that "Jordan's infant mortality rate is probably in the 25-30 per 1,000 range in 1999." And "because infant and child mortality are rare events in Jordan, survey-based measurement systems are not well-suited to provide timely estimates of infant and child mortality for health and population programme monitoring and management."
### Educational Statistical Tables

#### Net Enrolment in Primary Education

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<td>0.98</td>
</tr>
<tr>
<td>Aqaba</td>
<td>90.4</td>
<td>1.09</td>
<td>102.5</td>
<td>1.10</td>
</tr>
</tbody>
</table>

#### Learning Achievements of Jordanian Children

##### TIMSS Study 1999 (Grade eight students)

<table>
<thead>
<tr>
<th>Subject Area</th>
<th>Max. Score</th>
<th>Min. Score</th>
<th>Jordan’s Score</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Science</td>
<td>569</td>
<td>243</td>
<td>450</td>
<td>30 out 38</td>
</tr>
<tr>
<td>Mathematics</td>
<td>604</td>
<td>275</td>
<td>428</td>
<td>32 out 38</td>
</tr>
</tbody>
</table>

##### National Learning Achievement study 1998 (Grade four students)

<table>
<thead>
<tr>
<th>Subject Area</th>
<th>% correct Score</th>
<th>Girls’ Score</th>
<th>Boys’ Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arabic Reading</td>
<td>34.5</td>
<td>38.7</td>
<td>30.5</td>
</tr>
<tr>
<td>Comprehension</td>
<td>61</td>
<td>65.7</td>
<td>57</td>
</tr>
<tr>
<td>Grammar Competency</td>
<td>43.6</td>
<td>51</td>
<td>36</td>
</tr>
<tr>
<td>Writing Competency</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social Studies</td>
<td>35.5</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
C. Environment and Water Resources Management

I. Background

The Millennium Declaration of September 2000 calls for ensuring environmental sustainability by integrating principles of sustainable development into country policies and programmes and reversing the loss of environmental resources. Water and health received special attention, and targets have been identified to increase access to improved water supplies and sources and to increase the proportion of citizens with access to improved sanitation.

The 1991 National Environment Strategy recommended special environmental legislation. Until 1995 Jordan had to rely on laws designed to regulate other sectors, regions, services and activities. There were 187 articles in at least 18 laws and 8 regulations dealing with preservation of environmental resources. Those laws pertained to water, agriculture, antiquities, quarries, etc. As a result, there was duplication and overlap as well as many gaps when environmental and sustainable development issues were considered. In 1995 a new environmental law was enacted that includes monitoring and compliance provisions. It provides for the creation of a central authority to manage Jordan’s environment and implement the legislation. In the same year, the country finalized its National Environmental Action Plan and prepared the National Health and Environment Strategy and Plan of Action. The preparation of Agenda 21 for Jordan began in 1996 and was adopted in 2001.

Situation Assessment/Analysis

✓ Drinking water
Public piped water is available to 95% of the population (urban 97.6%, rural 87%)\(^8\). Due to severe water shortages, these supplies are increasingly insufficient and unreliable. All supplies operate intermittently with a frequency of once or twice a week for 12-24 hours. Average daily per capita consumption is about 90 litres with urban and high-income areas consuming well above the national average\(^6\).

Intermittent water supply results in microbial regrowth, corrosion and cross-contamination. Therefore the quality suffers from supply interruption and the condition of the distribution system, and there are isolated cases due to outbreaks of waterborne diseases. Drinking water quality surveillance and control systems operated by the Ministry of Health (MoH) and the Water Authority of Jordan (WAJ) have expanded in absolute terms but their frequency decreased. The average monthly level of MoH’s routine water quality surveillance (measured in routine valid samples per 10,000 residents) decreased from 7.41 in 1995 to 6.70 in 2001\(^0\), but WAJ has undertaken additional programmes in this regard.

Between 1990 and 2000 major investments were made in improving supplies and enhancing water quality.

✓ Water resources
Fresh water is scarce and strategically critical. With an average per capita annual share of 170 cubic meters, Jordan is one of the world’s 10 most water-stressed countries\(^9\). Shortages are as a result of climate, geography and population increase. Jordan is classified as arid, having annual rainfall of less than 200mm over 90% of the land\(^5\). Water availability per capita declined and continues to decline due to population growth and urban development. Economic constraints hinder the development of additional non-conventional water resources (desalinated or imported), and Jordan has not received its full share of trans-border water resources.

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\(^12\) Ibid.
Current demand exceeds renewable supplies by 90% and is expected to double in 25 years. The deficit is met by over-pumping of all groundwater reserves leading to their depletion, quality deterioration and possible permanent damage to the aquifers. Groundwater pumping in 2000 exceeded renewable capacity by 75%. The current water allocation system does not support the socioeconomic objectives of the country. Irrigated agriculture consumes about 70% of fresh water and contributes only 3.8% to the country’s GDP. Losses from municipal delivery systems average 52% and go as high as 60%, exceeding the amount reaching consumers. In agriculture as much as 50% of the water is lost during production, storage, and transport. Extensive efforts have been made by the government to minimize losses through rehabilitation of the water distribution system.

Although almost all households have toilets, only 50% of the population is covered by public sewer networks. The remainder use seepage pits for domestic waste disposal. Only 9 of 19 wastewater treatment plants meet design performance standards.

<table>
<thead>
<tr>
<th>Summary of Data on Water Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Piped Water</td>
</tr>
<tr>
<td>Per capita consumption</td>
</tr>
<tr>
<td>per 10,000</td>
</tr>
<tr>
<td>Forest Area (man-made)</td>
</tr>
<tr>
<td>Forest Area (man-made)</td>
</tr>
<tr>
<td>Forest Area (man-made)</td>
</tr>
</tbody>
</table>

✓ Agriculture, Desertification and Bio-Diversity

The rain-fed agricultural sub-sector is limited by scarce and irregular rainfall and the topography of the higher rainfall zone. Only 235 km2 of Jordan receives adequate rainfall for rain-fed agriculture (greater than 350 mm), of which only about 155 km2 has a slope below 25%. Distribution varies according to location and topography. Average annual rainfall ranges from a high of 600 mm in the northwest to less than 200 mm in the eastern and southern deserts, with the latter being home to the rangeland expanse. A total of 91% of Jordan’s surface area receives annual rainfall of less than 200mm.

In addition to the misuse and degradation of natural resources, the dire scarcity of water is a major challenge to agriculture, which is the mainstay for 30% of the already disadvantaged rural population. Jordan’s fresh renewable water resources average 750 million cubic metres a year with the population having one of the world’s lowest per capita shares of 170 cubic metres per year (1997) which further declines in proportion to the population increase.

13 Ministry of Water and Irrigation (2000) Ground and Surface Water Budget
14 Ibid.
19 2001 Agenda 21 of Jordan, General Corporation for Environment Protection
According to the Food and Agriculture Organization (FAO), food security for some 25% of the population has been threatened by the latest years of severe drought, the worst in decades. Hardest hit were already impoverished small farmer/herder households who subsist on agriculture and livestock and who need urgent assistance to become involved in high-yielding production systems using improved water harvesting, land reclamation, high value fruit tree orchards and regeneration of range vegetative cover.

Natural forests cover 406 km² (406,000 dunums), only 0.44% of the country’s total area. These are fragmented, mostly undemarcated, unmapped, degraded forests of poor density with practically no natural regeneration. Forest cover has been increased by 353 km² (353,000 dunums) with planted forests. Thus, the total forest area grew to 759 km² (759,000 dunums), representing only 0.84% of the total area, while the rest of the declared forest area of 1508 km² is hilly, steep, stony or rocky, with small patches of shallow soils and without forest cover. Participatory forest management could prove helpful in optimizing the use and expansion of forested areas in Jordan.²⁰

<table>
<thead>
<tr>
<th>Land Resources</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Rainfall</td>
<td>200 mm over 91% of land</td>
</tr>
<tr>
<td>Forest Area (natural)</td>
<td>406 km</td>
</tr>
<tr>
<td>Forest Area (man-made)</td>
<td>353 km</td>
</tr>
</tbody>
</table>

There are about 2,400 species of flowering plants, but the number of non-flowering plants is not clear. The number of lichens is about 150, and some 150 species of Bryophytes have also been recorded.²¹ Aquatic plants are found in three habitats: marine, fresh water and brackish water. These plants are largely unknown with only a few studies done to date. Plant biodiversity faces the danger of degradation and loss of many species as a result of both man-made and natural factors.

The Jordan Country Study of 1999 on Biological Diversity examined the status and level of existing species and their distribution. It reported on the wealth of genetic resources, investigated economic considerations as well as social and economic impacts, reviewed related legislation, identified the effect of various threats on biodiversity indicators and introduced measures to safeguard the fragile ecosystems. A Biodiversity Strategy and Action Plan has been developed for the protection and sustainable use of Jordan’s biodiversity resources.

✔ Solid Waste Management

Municipal solid waste (MSW) generation ranges from 0.5-1.0 kg per capita a day depending on socio-economic conditions. These estimates were provided by the General Corporation for Environment Protection (GCEP) and personal communications. Total waste production will increase due to population growth and unsustainable patterns of production and consumption.

²⁰ Ibíd.
²¹ 1999 Jordan Biodiversity Study, General Corporation for Environment Protection

Common Country Assessment - Jordan - 2002
Solid Waste Generation 1996

<table>
<thead>
<tr>
<th>Governorate</th>
<th>Quantity (1000ton/year)</th>
<th>%</th>
<th>per capita (kg/year)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amman</td>
<td>548</td>
<td>41.9</td>
<td>323</td>
</tr>
<tr>
<td>Balqa</td>
<td>59</td>
<td>4.5</td>
<td>196</td>
</tr>
<tr>
<td>Zarqa</td>
<td>398</td>
<td>30.4</td>
<td>580</td>
</tr>
<tr>
<td>Madaba*</td>
<td>30</td>
<td>2.3</td>
<td>273</td>
</tr>
<tr>
<td>Irbid &amp; Jerash</td>
<td>164</td>
<td>12.5</td>
<td>175</td>
</tr>
<tr>
<td>Mafraq</td>
<td>8</td>
<td>0.6</td>
<td>40</td>
</tr>
<tr>
<td>Ajloun</td>
<td>11</td>
<td>0.8</td>
<td>111</td>
</tr>
<tr>
<td>Kerak</td>
<td>36</td>
<td>2.8</td>
<td>198</td>
</tr>
<tr>
<td>Tafil, Ma'am, Aqaba</td>
<td>55</td>
<td>1.1</td>
<td>687</td>
</tr>
<tr>
<td>Total</td>
<td>1309</td>
<td>100</td>
<td>295</td>
</tr>
</tbody>
</table>

* Including solid waste collected from Queen Alia Airport
Source: Annual Environmental Statistics 1997, P.112.

✔ Coastal zones

Jordan's coastal zones are fragile, and current developmental trends suggest they will face major challenges to remain intact. Aqaba has been declared a special economic zone and many sustainable development (SD) issues are interacting in a confined area. Tourism, industry, transport and trade are all active in this environment. The Aqaba Special Economic Zone Authority (ASEZA) has set up a commission with the mandate of protecting the environment and enhancing sustainable development. At less than 30 km in length, Jordan's seacoast is an extremely important asset that must be protected. The Dead Sea shoreline is experiencing intensive developmental activities in tourist and industry and the sea level has been receding continuously over the last two decades.

✔ Hazardous Waste and Chemical Safety

Concerns for protecting human health and the environment against the adverse effects of chemicals have raised the need to develop and implement a safe management system for chemicals and hazardous waste. There is insufficient data on the quantities, types, and current practices of handling hazardous waste. Furthermore, legislation is frequently incomplete or non-existent—and where it does exist, it is often poorly enforced.
Most hazardous waste is disposed of in conjunction with domestic waste without segregation, since the hazardous waste disposal site in Swaqa is not yet operating. There are no monitoring programs to determine the extent of contamination caused by chemicals, or proposed schemes to clean up contaminated sites, and there is a shortage of trained personnel in the safe management of hazardous substances. There is a need to establish an environmentally sound management system for chemicals, in terms of import, transport, storage, usage and disposal. Furthermore, there is a lack of awareness programs for the public and no substantial efforts to adopt the pollution prevention approach or to encourage the use of cleaner technology.

✓ Air quality control

Emissions of five principle pollutants increased significantly from 1980 to 1997. They are: particulate matter (TSP & PM10), sulfur dioxide (SO2), carbon monoxide (CO), nitrogen dioxide (NO2), and lead (Pb). Secondary pollutants include hydrogen sulfide (H2S), Ammonia (NH3) and some metal particulate. Air quality monitoring is carried out occasionally and contractually in certain areas, thus there is a lack of continuity and comprehensive coverage of pertinent areas around the country.
Energy

Jordan relies almost entirely on imported energy, despite the existence of undeveloped oil shale resources. In 2000, energy production from local resources amounted to 1.8 thousand tons of oil and 10 billion cu. ft of natural gas. The latter was used entirely in electricity production. In the same year, demand was 4,756,000 Ton Oil Equivalent (TOEs), of which 213,000 TOEs from natural gas and the rest from petroleum products.⁰²

### Vehicles and Fuel Consumption

<table>
<thead>
<tr>
<th>Year</th>
<th>Vehicles (000)</th>
<th>Electricity (thousand)</th>
<th>Total (thousand ton)</th>
<th>Electricity as % of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>255</td>
<td>944</td>
<td>3332</td>
<td>28.3</td>
</tr>
<tr>
<td>1991</td>
<td>248*</td>
<td>966</td>
<td>3280</td>
<td>30.1</td>
</tr>
<tr>
<td>1992</td>
<td>263</td>
<td>1143</td>
<td>3770</td>
<td>30.3</td>
</tr>
<tr>
<td>1993</td>
<td>255*</td>
<td>1215</td>
<td>3935</td>
<td>30.9</td>
</tr>
<tr>
<td>1994</td>
<td>255</td>
<td>1377</td>
<td>4152</td>
<td>33.2</td>
</tr>
<tr>
<td>1995</td>
<td>269</td>
<td>1475</td>
<td>4400</td>
<td>33.5</td>
</tr>
<tr>
<td>1996</td>
<td>298</td>
<td>1578</td>
<td>4607</td>
<td>34.3</td>
</tr>
<tr>
<td>1997</td>
<td>307</td>
<td>1616</td>
<td>4732</td>
<td>34.2</td>
</tr>
<tr>
<td>1998</td>
<td>319</td>
<td>1741</td>
<td>4820</td>
<td>36.1</td>
</tr>
</tbody>
</table>

* Decrease is due to elimination of previously canceled vehicles

Source: Statistical Yearbook [year?]

The transport sector consumes the largest share of energy at 37% of total consumption; industry consumes 23%, households consume 24% and other sectors consume 16%⁰³. To maximize the efficiency of energy use, a comprehensive auditing program for power stations was initiated in 2000.

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⁰³ Ibid.
Cultural heritage and eco-tourism

Tourism is the largest generator of foreign exchange, exceeding that of all exported products. Its growth is further emphasized by hotel construction, which more than doubled since 1989. This expansion made tourism one of Jordan’s major employers, providing direct employment for around 20,000 people and thus leading to income generation and contributing to poverty alleviation. As 2002 has been declared the Year of Eco-tourism by UNEP, Jordan has the opportunity to further benefit and strengthen its eco-tourism sector.

### Nature Reserves in Jordan

<table>
<thead>
<tr>
<th>Reserve</th>
<th>Year established</th>
<th>Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Al Shomari</td>
<td>1975</td>
<td>22</td>
</tr>
<tr>
<td>Al Azraq</td>
<td>1977</td>
<td>16</td>
</tr>
<tr>
<td>Zobia</td>
<td>1981</td>
<td>12</td>
</tr>
<tr>
<td>Mejib</td>
<td>1988</td>
<td>215</td>
</tr>
<tr>
<td>Dana</td>
<td>1989</td>
<td>308</td>
</tr>
<tr>
<td>Wadi Rum</td>
<td>1998</td>
<td>560</td>
</tr>
<tr>
<td>Burqa</td>
<td>Planned</td>
<td>744</td>
</tr>
<tr>
<td>Aqaba</td>
<td></td>
<td>60</td>
</tr>
<tr>
<td>Rajal</td>
<td></td>
<td>900</td>
</tr>
<tr>
<td>Bayer</td>
<td></td>
<td>460</td>
</tr>
<tr>
<td>Jabal Masa’adeh</td>
<td></td>
<td>300</td>
</tr>
<tr>
<td>Jarba</td>
<td></td>
<td>40</td>
</tr>
<tr>
<td>Abu Rakbeh</td>
<td></td>
<td>190</td>
</tr>
<tr>
<td>Dibeen</td>
<td></td>
<td>10</td>
</tr>
<tr>
<td>Yarmouk River</td>
<td></td>
<td>30</td>
</tr>
<tr>
<td>Fifa</td>
<td></td>
<td>33</td>
</tr>
<tr>
<td>Jordan River</td>
<td></td>
<td>7</td>
</tr>
<tr>
<td>Qatar</td>
<td></td>
<td>45</td>
</tr>
<tr>
<td>Total area of nature reserves</td>
<td>Established</td>
<td>1133</td>
</tr>
<tr>
<td></td>
<td>Planned</td>
<td>2819</td>
</tr>
</tbody>
</table>

Source: Annual Environmental Statistics 1998, P.47.

Jordan’s Ministry of Tourism and the Aqaba Special Economic Zone Authority (ASEZA), in cooperation with the Royal Society for the Conservation of Nature (RSCN), have been introducing some of the principles of eco-tourism in Petra and Wadi Rum. However, tourism developments are usually treated as discrete projects without reference to agreed national criteria or guidelines. The carrying capacity of some sites is clearly being exceeded, as in Wadi Rum where the level of vehicle use is causing serious erosion of the fragile desert vegetation. A number of other factors need to be also considered.

Environmental standards have not been widely introduced into the tourism industry and, where existent, they are not rigorously applied. The standards of greatest concern are those governing the location of buildings and infrastructure to avoid damaging important habitats; water and waste treatment to minimize and ensure effective, safe disposal and general site operations including site cleanliness. The negative impact of tourism could be reduced if the basic principles of eco-tourism (i.e., protection of the resource, support for local communities and support for conservation) were adopted for all such developments, large or small.

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24 2001 Agenda 21 of Jordan, General Corporation for Environment Protection
Public awareness, education and communication

Education, including public awareness and training, has not achieved what it should have since 1992 in spite of the importance given to it in Agenda 21 by developing the National Environmental Education Strategy and the National Environmental Information Strategy.

Exchange and availability of information has improved, especially at the electronic level with the establishment of an Internet site devoted to the environment, maintained by the National Information Center. The Sustainable Development Networking Programme (SDNP) hopes to establish a comprehensive database accessible to policy makers, government agencies, researchers, journalists and environmental activists. Sustainable development needs to be integrated into national socioeconomic planning with related monitoring indicators included.

Institutional aspects

Environmental Protection Law No.12 (1995) established the General Corporation for Environment Protection (GCEP). It has autonomous status with financial and managerial independence. It reports to the Minister of Municipal and Rural Affairs and the Environment, but operational difficulties have necessitated a proposal to establish a Ministry of Environment. The government has formed a committee to draft a law to establish the new ministry.

III. Cross-cutting Concerns

- Population growth, family planning and urbanization trends.
- Pressures on land resources create environmental problems such as land degradation, desertification and contamination. Urban environmental problems are increasing and may become a major obstacle to environmental sustainability.
- Industries are concentrated in and around urban areas (Amman, Zarqa and Aqaba) causing environmental degradation and depriving cities of green areas.
- The absence of mass transit degrades air quality due to an inefficient transportation system and vehicular emissions.
- In both agriculture and solid waste management, women play a major role. They contribute substantially to farming in the Jordan valley. They also manage households and thus play a vital role in the management of solid wastes generated by the family.
- Several non or quasi-governmental organizations and some academic institutions influence environmental protection. NGOs conduct environmental awareness programmes and help create individual and national commitment in dealing with these issues. Environmental NGOs are very active, and in one case an NGO was given a mandate to establish, monitor and manage protected areas. The private sector can play a major role in sponsoring awareness campaigns and in applying clean technology practices.
IV. Key Issues

- Water shortages and stress on other natural resources
- Balanced allocation of water by both quantity and quality among water users
- Efficiency of water use, reducing leakage, introducing pricing for conservation while maintaining a safety net for the poor, public education and creation of a water conserving culture
- Environmental protection policies (pollution control), additional and improved wastewater management and reuse
- Forest management and sustainable forest utilization issues such as grazing, illegal cutting, forest fires and interrelationship of forest ownership and user rights
- Completion of scientific assessment of plant species; research into different facets of plant biodiversity; public awareness of rare, endangered, medicinal, poisonous, edible or economically valuable plants; activation and implementation of conservation laws
- Introduction of a comprehensive SWM framework not restricted to the design and operation of disposal sites but also covering collection, transfer and processing
- Strict and modernized environmental legislation for Aqaba
- Air monitoring programs in the Ministries of Health and Energy & Mineral Resources need upgrading; coordination and integration among the institutions involved in air quality monitoring
- Need for comprehensive/integrated energy, environmental and economic planning
- Efforts to broaden the understanding of existing laws to enhance compliance
- Heritage education as an integral part of the national curriculum
- Promotion of genuine cultural and sustainable tourism
- Advocacy of the crucial role of culture in national development strategies and policies
- Environment standards for the tourism industry
- Environmental education integration into all levels of education
- Environmental issues are interdisciplinary to an extent rarely seen in other fields.
- Experience in the natural world as an essential part of environmental education
- Formal education on the environment and sustainability with concrete targets and strategies for non-formal and informal education at national and community levels
- Education and awareness as an integral part of local agenda 21 initiatives
- Public awareness activities targeting key decision makers through advocacy

V. Conclusions/Recommendations

〇 Enhance quality, security and availability of public water supplies by:
  - establishing a water research fund for developing alternative future water supplies;
  - securing additional water sources from across national borders; desalinating sea water;
  - recycling wastewater (domestic and other) for use in agriculture; addressing non-structural causes of shortages such as management and efficient use of water and balancing water allocation by both quantity and quality among and within user groups

〇 Strengthen environmental protection policies to control pollution
〇 Formulate a national forest monitoring plan
〇 Introduce a comprehensive SWM framework
〇 Give additional attention to the Aqaba Special Economic Zone
〇 Establish a sound management system for chemicals and hazardous materials
〇 Establish air quality monitoring systems
〇 Maximize the efficiency of energy use and the use of renewable energy
〇 Reinforce efforts to protect Jordan’s cultural heritage
〇 Establish an effective land use planning system
〇 Establish a set of sustainable development indicators
〇 Include environmental studies in all levels of education
〇 Constitute a National Council for Sustainable Development (Rio meeting)
〇 Build capacity and strengthen environment-related institutions.
D. Regional Development

I. Background

While poverty and unemployment are Jordan’s major challenges, regional disparities within the country that exacerbate these problems and hinder national development are a major concern. Balancing the multiple objectives of reducing regional disparities, stimulating development at the governorate/regional level, promoting employment and reducing poverty while maintaining an equilibrium in the complex equation of debt, fiscal deficit, public expenditures, exchange rate pose a major hurdle. This is the heart of the development challenge for Jordan.

II. Situation Assessment/Analysis

a) Poverty and Employment

The poor are concentrated around the capital city of Amman. A 1997 survey showed that 60 percent of the poor live in five governorates: Amman, Madaba, Irbid, Jerash, and Ajloun, which are home to 64% of the population. Poverty is higher and more severe in outlying and rural areas than around the capital. Poverty incidence (percentage of the population in poverty) is highest in Ajloun, Tafileh and Mafraq. The reasons cited for this are the lack of private investment to generate employment and comparatively low wages.

Unemployment is lowest in Amman (11.7% males, 18.2% females) and Aqaba (13% males, 25.7% females) and highest in Tafileh (19.5% males, 36.3% females) and Ma’an (18.1% males, 28.4% females). This is forcing the local population to migrate to Amman, Aqaba, Irbid and Zarqa to seek work, thus increasing urbanization and pressure on infrastructure in these already highly populated cities. Of Jordan’s 5 million inhabitants, 70% live in Amman, Irbid and Zarqa.

b) Health and Education

Health and education services cover all areas at an acceptable rate, but the quality of service is a major concern. The national illiteracy rate is 11% with the highest rate in Tafileh, Ma’an and Ajloun at 22%. The school dropout rate is highest in Mafraq, 2.5%; Balqa, 1.5% and Kerak, 1%. Rates in other Governorates range from 0.6 - 0.7%. Life expectancy is lowest in Tafileh, 65.5; Ma’an, 66.6 and 66.8 in Balqa. The infant mortality and maternal mortality rates at the governorates level are not available. Hospital beds per 10,000 ranges from 8 in Mafraq and Ajloun to 25 in Amman. Of reported HIV/AIDS cases, 71.1% are in Amman, 10.1% in Balqa and 7.0% in Zarqa, with the remaining cases equally distributed among other areas.

c) Physical Infrastructure

The access to infrastructure is also disproportionately distributed. For example, only 5% of Ajloun and Tafileh residents have telephones, compared with 18.6% in Amman. Electricity and safe water are more evenly distributed, but access to sanitation is limited to the large cities.

d) Participation in Elections

The participation in local and national parliamentary elections is highest among disadvantaged governorates. The rate in Kerak is 74.2%, compared with only 28% in Amman. This is attributed to strong tribal affiliations in disadvantaged areas.
e) Productive Sector/Investment

It is estimated that 79% of the registered companies and 94% of the registered capital are in Amman, which receives 88% of commercial bank loans. Imbalances among governorates are attributable to a weak productive sector and lack of private sector investments in the outlying governorates.

III. Governmental Structure

There are three main levels of government in Jordan: the central government, regional governorates (mohafazat) and municipalities. The mohafazat are grouped into three regions (iqleem). Each mohafaza is organized into administrative districts (liwa) that are further divided into sub-districts (qadha). Some administrative units operate at the liwa and qadha levels. Most of the population is concentrated around the governorates of Amman, Zarqa, Irbid, and Mafraq, although they constitute only a small percentage of the surface area of the Kingdom. The majority of the population lives near Amman or in the capital cities of other mohafazats.

a) Mohafazats/Governorates

Jordan has 12 mohafazats that vary considerably in population, area, resources and levels of economic growth and development. Amman and adjacent mohafazats are developmentally more advanced. A council, chaired by the governor with representation from line ministries and other central government agencies, is the body concerned with, and responsible for, the co-ordination of plans, programs and activities of the line ministries at the mohafazat level.

The Mohafazat Advisory Council is composed of members of parliament from the area, mayors, private sector representatives and representatives of civil society. With the exception of the mayors, all members of the Advisory Council are appointed. The Governor chairs the Council and also chairs the Regional Development Council for the governorate. In the area of social and economic development, the Governor's role is limited to co-ordinating the activities of the Executive Council and encouraging and supervising some developmental activities. Implementation, including spending, at the regional level is done by the central ministries.

b) Local Councils

Until recently there were 328 elected municipal councils and a number of appointed local councils. Mayors and council members are directly elected for four years. The last elections were held in 1999. Municipal councils range from 7-28 members depending on the size of the population and other criteria. Only the council president is paid. Other members receive nominal remuneration per meeting. Each municipality covers a number of villages called a zone (mantaza). A zone manager, appointed by the municipal council, administers each zone. Of the estimated 16,000 municipal employees in Jordan in 2001, only 581 are university graduates. As a result, municipal management has suffered, service delivery has deteriorated and a debt of JD 64 million has been accumulated by the 328 municipalities.

As part of reforms by the Ministry of Municipal and Village Affairs, the government dissolved all municipal and local councils elected in 1999 and merged them into 99 municipalities. In the merger and restructuring process, only mayors of the major cities that are the centre of the governorate were retained. The Ministry of Municipal and Village Affairs appointed some 90 new mayors and a large number of council members in the newly merged municipalities. The Ministry also appointed a complement of professionals in most municipalities including zone managers, civil engineers, surveyors and draftsmen with the idea of endowing the municipalities with the skills they need to undertake their responsibilities. The appointees are all employees of the Ministry.
✓ Council functions:

Under the municipal law, councils have 39 responsibilities. Most are traditional city/town planning and management tasks (construction permits, local roads, water, electricity, sewage, solid waste, markets, parks, public libraries). The councils have no direct responsibilities for social and economic development.

✓ Sources of municipal finance:

- Transfers: Transfers from the central government increased from JD10 million in 1994 to JD35 million in 2001 and are expected to reach JD50 million in 2002. Transfers have ranged from 29% (1994) to 39% (1996) of total municipal resources but have not been consistent, making budgeting difficult.

- Municipal resources: These include property taxes and returns on productive investments, plus taxes and fees collected locally. This revenue ranged from 60-70% of total resources.

- Loans: Municipal councils are allowed to borrow from private and public banks subject to the approval of the Ministry of Municipal and Village Affairs. As noted earlier, municipal councils have jointly accumulated a debt of JD64 million to date.

- Grants: Most grants come through donor-funded programs and projects and are not always included in municipal budgets.

Municipalities spend up to 80% of their budgets on wages and operational costs leaving only 20% of their total revenue for capital expenditures. This amounted to JD9.5 million in 1996 or an average of some JD29,000 per municipality.

✓ Decentralization:

There have been many calls for decentralization of authority and decision-making in Jordan. In the mohafazats, spending and most decision-making are done by the line ministries. A study by the Jordan Institute for Public of hurdles in the way of adequate service delivery.
IV. Key Issues

- Lack of private sector investments in the governorates due to:
  - poor promotion of the attributes of governorates to potential investors;
  - incentives that may not be sufficient, comprehensive or well communicated;
  - investor preference to concentrate on less risky investments in the capital;
  - insufficient linkages to external markets for products, inputs and technology; and
  - poor access to credit for smaller investors willing to take more risks and invest in the regions.

- Public sector investments planned/implemented with participation of the stakeholders;
- Results-based and impact-oriented performance;
- Lack of statistics at the governorate level;
- Lack of regional/local planning and low capacity of sub-national entities for this purpose;
- Insufficient delegation of authority to line ministry representatives in the field;
- Lack of participation by local line ministry staff in planning training programmes, determining training priorities and formulating budgets for local units;
- Inequity in the distribution of services among the various localities;
- Inadequate financial resources;
- Improper delegation of authority;
- Inattention of central government to line ministry representatives and local councils;
- Shortage of qualified and properly trained staff;
- Insufficient involvement of local NGOs and civil society in service delivery;
- Lack of clearly defined criteria to plan and implement service requirements;
- Clearly articulated targets and objectives needed to gauge the impact and effectiveness of development initiatives and plans and to facilitate accountability. It is also difficult to plan in a cumulative manner or target areas or segments of society that have not received the intended benefits of a program.
V. Conclusions/Recommendations

- Decentralize decision-making to the governorate level
  - amend legislation to fully decentralize the system rather than providing only occasional delegation of authority
  - adopt a participatory approach in decision making processes by involving local civil societies, councils and NGOs
  - build the capacity of governorate-level line ministries and municipalities
  - strengthen municipal revenue collection systems (property tax)
  - improve information sharing at the local level by using ICT Community Centres and
  - improve networking with the central government.
  - build the capacity of local communities, NGOs and civil society

- Improve monitoring and evaluation by central government
  - conduct comprehensive socio-economic surveys at the governorate level
  - formulate results-based indicators for each governorate
  - build the capacity of line ministries in results based monitoring and budgeting
  - introduce performance budgeting concepts for the annual budget exercise
  - improve information sharing and reporting between local and central governments by using electronic networking and e-Government
  - build a GIS systems at the local and the national levels with socio-economic data

- Improve private sector participation
  - review investment incentives, infrastructure and human resources at the local level
  - identify investment niches for each governorate
  - build needed physical infrastructure, information and human resources
  - promote investment in the governorates

VI. Monitoring Indicators

Well-defined, easily traceable and measurable indicators could be aligned with the Millennium Development Goals. This will help to prepare the necessary surveys to measure progress at the regional levels with the ability to aggregate national figures (especially for those indicators for which there will have to be statistical data collection at the national level). Data dis-aggregations at the sub-national levels will facilitate inter-regional comparisons and better allocation of development resources to the regions. The monitoring system developed under this thrust would be based on a Geographic Information System (GIS), located in the governorates and districts and used as the basis for their planning.
I. Background

'Technology is a tool, not just a reward, for growth and development'
(Human Development Report 2000)

Information Communication Technology (ICT) has the potential to transform the way countries function and is a critical determinant of economic growth and sustainable development but ICT knowledge and technology is concentrated in a few developed countries.

Acknowledging its potential, world leaders pledged at the G-8 Summit in Okinawa (July 2000) to facilitate access to ICT for the developing world in order to bridge the growing digital divide. Disparity between the least developed countries and developed countries is evident in the Internet for Development Report 1999 (ITU) which showed that fewer than 6% of internet users live in regions with 84% of the world’s population. At the UN Millennium Summit, UN Secretary General Kofi Annan stressed that the information revolution is one of the keys to reaping the benefits of globalization. He proposed creating global partnerships to help countries strengthen their capacities to use ICT for human development.

Under the leadership of HM King Abdullah II, the Jordanian government has committed itself to realizing the full benefits these technologies offer. Specifically, it envisions attracting $150 million in foreign direct investments for IT, creating 30,000 jobs and generating $550 million from IT-related exports within the next four years. In a joint effort, donors and public/private sector organizations are currently developing specific strategies to implement the plan.

II. Situation Assessment/Analysis

According to the REACH Initiative; a national strategy report that proposes ways of developing the IT Sector, the Jordanian market for IT hardware and software is estimated at approximately US$60 million. Twenty-seven per cent of this is in sales of software and IT service while 73% is the sale of computers and other hardware. The IT market is growing by 15-30% a year while exports are growing at over 100% annually. The current situation and constraining factors are illustrated below:

<table>
<thead>
<tr>
<th>ICT Issues / Problems / Indicators</th>
<th>Key Issue (Causes)</th>
<th>Problems</th>
<th>Indicators</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Insufficient Human Resources</td>
<td>Limited training facilities</td>
<td>7 MOE training centers</td>
<td>Ministry of Education (MOE)</td>
<td></td>
</tr>
<tr>
<td>Poor research</td>
<td>Lack or relevant content</td>
<td>0.26% expenditure on research and development (%GNI)</td>
<td>World Development Report 2000-2001, The World Bank</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Poor automation process</td>
<td>64% of information processed in traditional method</td>
<td>Jordanian National Information Center</td>
<td></td>
</tr>
<tr>
<td>Lack of access to information</td>
<td>Prohibitive costs: Higher phone line tariffs in rural areas compared with Amman</td>
<td>Point of presence Tariffs (Amman): 5-6 fils a minute</td>
<td>TRC/ 06/2001</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Non point of presencetariffs (rural areas): 20-25 fils a minute</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Low internet penetration</td>
<td>5.90% of Internet users</td>
<td>Web View Research for Internet users above 15 years of age</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>94.10% of non Internet users</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lack of awareness and understanding</td>
<td>Difficulty accessing ICT</td>
<td>13.0 Personal Computers per 1000</td>
<td>World Bank/ 2001</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.45 Internet Hosts per 1000</td>
<td>World Bank/ 2001</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>190.87 Internet users per 10,000</td>
<td>ITU/ 2000</td>
<td></td>
</tr>
<tr>
<td>Absence of information disclosure</td>
<td>NO INDICATORS</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
✓ **Human resources:** Universities do not offer courses that meet market needs. The REACH report says that computer science curricula focus on theory rather than on practical applications. Students do not learn the project management, technical writing, Internet development and web application skills needed by the IT industry. There is limited interaction between universities and the IT in Jordan and there are limited opportunities for teachers and professors to learn to use and teach ICT. As well, research is hampered by a variety of ICT issues such as packaging of information, info-structure harmonization and the lack of related meta-information.

The following illustrate differences in approach between Jordanian universities and a leading American university:

<table>
<thead>
<tr>
<th>% of curriculum devoted to computer science and math.</th>
<th>Available degree programs</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Jordanian universities</strong></td>
<td></td>
</tr>
<tr>
<td>45 - 80% Course Listings: Available from each Jordanian university</td>
<td>Computer science</td>
</tr>
<tr>
<td></td>
<td>Computer Engineering</td>
</tr>
<tr>
<td></td>
<td>Information Systems</td>
</tr>
<tr>
<td></td>
<td>Information Technologies</td>
</tr>
<tr>
<td></td>
<td>Telecommunication</td>
</tr>
<tr>
<td></td>
<td>Engineering</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>No industry relationships to support academic programs</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Carnegie Mellon University</strong></th>
<th>45-60%</th>
<th>Available degree programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>(USA) <a href="http://www.cmu.edu">http://www.cmu.edu</a></td>
<td></td>
<td>Computer Science</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Software Engineering</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Robotics</td>
</tr>
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<td></td>
<td></td>
<td>Human Computer Interaction</td>
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<td>Language Technologies</td>
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<td></td>
<td></td>
<td>Knowledge Discovery</td>
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<tr>
<td></td>
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<td>Entertainment Technologies</td>
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<td></td>
<td></td>
<td>Computational Finance</td>
</tr>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Industry relationships support academic programs</td>
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</table>

*Source: Reach 1.0 Annex B (9)*
**Prohibitive costs:** There are no incentive plans by Jordan Telecom to connect schools and universities to the Internet. Educational centers pay 14 fils a minute for Internet use, making it cheaper to have a private connection in the Amman area (See table). Individuals cannot access online facilities, even if available, when the service cost does not correspond to their ability to pay. Similarly, they are not encouraged to use computer facilities if they are not physically accessible. The table below shows that the further away the subscriber is from a server, the higher the cost.

<table>
<thead>
<tr>
<th>Speed (Kbps)</th>
<th>Zone 1 (up to 25km)</th>
<th>Zone 2 (from 26-75km)</th>
<th>Zone 3 (from 76-175km)</th>
<th>Zone 4 (more than 176km)</th>
</tr>
</thead>
<tbody>
<tr>
<td>64</td>
<td>66.4</td>
<td>119</td>
<td>185</td>
<td>305</td>
</tr>
<tr>
<td>128</td>
<td>97.6</td>
<td>182.5</td>
<td>330</td>
<td>570</td>
</tr>
<tr>
<td>256</td>
<td>180.8</td>
<td>333</td>
<td>599</td>
<td>1077</td>
</tr>
<tr>
<td>512</td>
<td>347.2</td>
<td>584</td>
<td>1116</td>
<td>2073</td>
</tr>
<tr>
<td>1024</td>
<td>633</td>
<td>995</td>
<td>2058</td>
<td>3971</td>
</tr>
<tr>
<td>2048</td>
<td>789</td>
<td>1466</td>
<td>3459</td>
<td>7047</td>
</tr>
</tbody>
</table>

*Internet companies are concentrated in Amman and according to Web View Research almost 50%*

*Source: TRC 06/2001*

**Awareness and understanding:** There is a general lack of awareness by both decision-makers and the public especially in regard to the importance of legislation on ICT. Jordan still lacks the proper legal framework to allow the development of ICT. Legislation on e-signatures, e-commerce, electronic banking and protecting the privacy of data has not been enacted thus hindering the private sector’s efforts to invest in ICT nor has legislation authorizing censorship of IT products been eliminated completely.

There is no proper regulatory framework to enforce intellectual property rights, and software piracy is a major problem. According to the business software alliance of the USA, piracy of packaged software reached a cost of US $1.6 Million. Poor enforcement of existing laws reduces income of software developers and discourages international IT companies from considering Jordan as a software development center.
Information Disclosure: Currently there is no freedom of information law in Jordan enabling the public to access information held by public authorities. The International Press Institute, meeting in Amman in February 2000, called on the government of Jordan to enact such legislation.

III. Cross-cutting Concerns/Linkages

a) ICT and the Environment: Readily available information about the environment is necessary to initiate plans for sustainable development. A study by the National Information Center (NIC) showed that the major environmental information barriers encountered and documented are similar to those that ICT has faced. According to the study, 42% of the selected organizations complained about the availability and accessibility of information. Few Jordanian universities teach environmental issues and there is a duplication of data production affecting the value of information and constitutes a misallocation of resources.

b) ICT and Poverty: The Internet for Development Report (ITU) 1999, points to the large disparity between developed and developing countries, showing that fewer than 6% of Internet users are found in developing countries. This is mainly due to high telecom costs, a factor that also affects Jordan, as shown below.

<table>
<thead>
<tr>
<th>Telephone Lines / Computers</th>
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<tbody>
<tr>
<td><strong>Telephone Main Lines</strong></td>
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<tr>
<td>(per 1,000 people)</td>
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<td></td>
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<tr>
<td>------------------------</td>
</tr>
<tr>
<td>Jordan</td>
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<td></td>
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<tr>
<td>Egypt</td>
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<tr>
<td>Saudi Arabia</td>
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<td>Israel</td>
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<td>Ireland</td>
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Source: World Bank Country Data Profiles

The digital divide within Jordan itself exists in terms of geography and gender. Most Internet service providers are located in urban areas (Amman, Irbid, Zarqa) and women have less access to ICT as a result of their low labour force participation. Jordanian universities do not respond to market needs, thus exacerbating the problem of unemployment. According to the REACH report, Jordan boasts 38,687 engineers and more than 19,000 students have obtained postgraduate degrees. Nevertheless many workers take low skill and menial jobs, being unable to find jobs in their field.
IV. Key Issues

✦ Books, journals and databases, in hard or electronic format, on know-how and research are in short supply.

✦ Financial resources are slim and there are no policies on loaning information sources among research institutes.

✦ Access to available resources is limited to teachers and students affiliated to specific research institutes.

✦ There is a general lack of coordination on data replication and duplication in various institutions. Moreover data classification varies by institution making research complicated and cumbersome thus impairing data exchange and transmission.

✦ Most available information is in English not Arabic, constituting a considerable obstacle when setting up local online search engines.

✦ Packaging information is problematic as institutions dealing with the same type of information vary in capabilities, capacities and procedures of data gathering, updating and processing.

✦ There is a discrepancy of information gathering by sector. Many institutions deal with the economic sector but few handle geographical and health information. Furthermore, data gathering depends mainly on transactions and activities.

✦ There is a lack of incentives for investments in rural areas in the form of tax incentives, lease line charging and fees.

✦ There is a lack of communication and coordination within the public sector, between the public-private sector and the civil society sector.

✦ The decision making process in the public sector is centralized in top-level management making it difficult to retrieve or disseminate information.

✦ Lack of information sharing results in duplicative/overlapping projects by different stakeholders who have to start from the beginning rather than build on previous models or refer to best practice papers.

✦ There is generally poor coordination due to lack of training, random updating and general disinterest in information updating.
V. Conclusions/Recommendations

- Improve Manpower Planning by:
  - Incorporating ICT in school and university curricula
  - Offering university courses more compatible with ICT market needs
  - Increasing teacher training facilities.

- Encourage Private Sector Investment by:
  - Supporting the private sector in investing in rural areas by setting up Internet companies away from Amman
  - Increasing awareness in rural areas of ICT's importance in their work and daily lives
  - Lowering telecom costs and subscription fees to online facilities in rural areas.

- Create Better Policies and Strategies on ICT by:
  - Raising awareness among decision makers and the of the value of information
  - Creating infrastructure to allow sharing of available electronic resources among research institutes and consolidating and unifying methods of data gathering and classification
  - Decentralizing power at ministries and public offices through increased delegation of power to encourage a culture of information sharing.
  - Strengthening legislation and increasing awareness of its importance
  - Enforcing regulatory policies to encourage the private sector and foreign companies to invest in Jordan

- Improve Management of Public Financial Resources by:
  - Better coordinating the public–public sector and the public–private sector by sharing information
  - Making use of available information and resources to avoid duplication and starting similar projects from the start.
F. PRIVATE SECTOR DEVELOPMENT

I. Background

Jordan's most critical challenges are: modest economic growth, insufficient international competitiveness, poverty/unemployment, low per capita income and a high external debt burden. These challenges threaten Jordan's ability to generate new economic opportunities for its citizens and limit private sector trade and investment. The public sector has played a leading and proactive role in the economy by establishing mineral extraction and other key industries as well as by building physical and social infrastructure. However, over the past decade the government has adopted a private sector-led growth strategy.

In the early 1990s, the government embarked on a series of reforms to promote an export-oriented private sector growth. These reforms resulted in significant shifts in the structure of the Jordanian economy. Currently the private sector plays a larger role, particularly with respect to investment. Business associations are playing an important role in promoting market-friendly policies and delivering business services to their members. Organizations involved in public-private partnerships are promoting a more open policy dialogue and developing action plans to address critical economic and business issues.

Also, there are several ongoing donor-funded programs targeted to providing technical and financial support for the private sector. These include the USAID-funded AMIR program and the US-Jordan Business Partnership and the EU-funded EJADA Program. Public-private sector partnership is considered a mechanism for improving both economic growth and business management. Under this approach, the private sector is becoming the driving force for economic growth while the public sector is working on removing business obstacles and facilitating change. Initiatives in this regard include the establishment of the Economic Consultative Council, the development of Jordan Vision 2020 and the REACH initiative.

II. Situation Assessment/Analysis

The private sector is still going through periods of substantial adjustment, particularly when facing new and highly competitive markets. Key issues include increasing the competitiveness of Jordan's private sector firms, raising the level of productivity of private investment and further diversifying export products and markets. Furthermore, the private sector must be able to mobilize a skilled labor force, adopt new technology, find new markets and deliver competitive products. Knowledge and managerial skills are essential. Therefore, improved business management skills are a key method of increasing private sector investment, efficiency, productivity and growth, which in turn, will lead to development in the private sector itself.
The legislative framework in Jordan is conducive to private sector development. Many existing laws and by-laws have been amended and new laws enacted to assist the private sector to compete in the global market. However, many constraints remain. Bureaucracy and procedural constraints are considered significant barriers, but this could be due to the improper implementation of legislation.

Most private sector firms are considered either small or medium and only a few, especially manufacturing firms, dominate the sector in terms of production and value added. Private sector firms can neither use advanced technology nor afford the investment capital to expand and develop their production capacities.
III. Key Issues and Constraints

- Legislative: weak judicial system, inappropriate incentive schemes, continuous changes of laws and regulations, unsatisfactory financial laws and policies and inefficient customs and tax regimes.
- Procedural: bureaucracy, improper implementation of legislation, high transaction costs, and no "one-stop-shop".
- Financial: limited access to financial services, inappropriate financial conditions and risk averse and collateral-based banking system.
- Management: lack of entrepreneurship, inadequate management skills and weak middle management. The private sector is dominated by traditional management systems and approaches and many firms lack the management capacity to compete in more open markets.
- Technical: lack of research and development, absence of modern technology, high production costs, low productivity and poor quality control.
- Human Resources: lack of diverse skills, limited access to skilled labor and inadequate vocational training.
- Market and Marketing: small local market, high competition, lack of marketing skills and experience, weak marketing networks, lack of appropriate marketing strategies and weak orientation to export markets.

IV. Conclusions/Recommendations

- An efficient governance system allowing firms to pursue productive activity is important for a sound investment climate. Other necessary factors include proper infrastructure, a sound financial sector, a stable macroeconomic environment, export orientation, competition and an effective regulatory framework.
- Improving the investment climate and successful direct support to private sector requires a sound investment climate that provides incentives to use public direct support well; financial services and advisory support aligned with market forces; and proper vocational and technical training services.
- Enhancing the competitiveness of the private sector through the adoption of international best practices and standards.
- Focusing on developing policies, regulation and administrative procedures with the most direct impact on the ability of the private sector firms to invest and grow.
- Strengthening the institutional framework for the private sector development through improving support and facilitation services extended to enterprises.
- Creating proactive schemes to provide the private sector with financial/non-financial services.
- Enhancing the partnership between the private and public sector through creating an appropriate platform for interaction and consultation.
- Strengthening the management skills and advocacy capacity of Jordan's private sector to effectively compete and succeed in the global market, through developing business management training programs.
<table>
<thead>
<tr>
<th>Organization</th>
<th>Address</th>
<th>Contact Numbers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office of the United Nations Resident Coordinator</td>
<td>P. O. Box 941631, Amman 11194, Jordan 566-8171 (Telephone) 567-6582 (Facsimile)</td>
<td><a href="mailto:registry.jo@undp.org">registry.jo@undp.org</a> (E-mail) <a href="http://www.undp-jordan.org">www.undp-jordan.org</a> (Website)</td>
</tr>
<tr>
<td>United Nations Development Programme</td>
<td>P. O. Box 941631, Amman 11194, Jordan 566-8171 (Telephone) 567-6582 (Facsimile)</td>
<td><a href="mailto:registry.jo@undp.org">registry.jo@undp.org</a> (E-mail) <a href="http://www.undp-jordan.org">www.undp-jordan.org</a> (Website)</td>
</tr>
<tr>
<td>United Nations Educational Cultural and Scientific Organization</td>
<td>P. O. Box 2270, Amman 11181, Jordan 551-4234 (Telephone) 553-2183 (Facsimile)</td>
<td><a href="mailto:registry@unesco.org.jo">registry@unesco.org.jo</a> (E-mail) <a href="http://www.unesco.org">www.unesco.org</a> (Website)</td>
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<tr>
<td>United Nations Population Fund</td>
<td>P. O. Box 941631, Amman 11194, Jordan 566-8171 (Telephone) 569-3603 (Facsimile)</td>
<td><a href="mailto:registry.jo@undp.org">registry.jo@undp.org</a> (E-mail) <a href="http://www.unfpa.org">www.unfpa.org</a> (Website)</td>
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<tr>
<td>United Nations Population Fund - Country Technical Services Team for Arab States</td>
<td>P. O. Box 830824, Amman 11183, Jordan 551-7040 (Telephone) 551-8580 (Facsimile)</td>
<td><a href="mailto:cstammar@go.com.jo">cstammar@go.com.jo</a> (E-mail) <a href="http://www.unfpa.org">www.unfpa.org</a> (Website)</td>
</tr>
<tr>
<td>United Nations High Commissioner for Refugees</td>
<td>P. O. Box 17101, Amman 11195, Jordan 569-1261 (Telephone) 569-1915 (Facsimile)</td>
<td><a href="mailto:joram@unhcr.ch">joram@unhcr.ch</a> (E-mail) <a href="http://www.unhcr.ch">www.unhcr.ch</a> (Website)</td>
</tr>
<tr>
<td>United Nations Children's Fund - Jordan Country Office</td>
<td>P. O. Box 1551, Amman 11261, Jordan 553-9977 (Telephone) 553-1112 (Facsimile)</td>
<td><a href="mailto:amman@unicef.org">amman@unicef.org</a> (E-mail) <a href="http://www.unicef.org">www.unicef.org</a> (Website)</td>
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<tr>
<td>United Nations Children's Fund - Office of the Regional Director for Middle East and North Africa</td>
<td>P. O. Box 1551, Amman 11261, Jordan 553-9977 (Telephone) 553-8880 (Facsimile)</td>
<td><a href="mailto:menaro@unicef.org">menaro@unicef.org</a> (E-mail) <a href="http://www.unicef.org">www.unicef.org</a> (Website)</td>
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<tr>
<td>United Nations Development Fund for Women - Regional Office for Arab States</td>
<td>P. O. Box 830866, Amman 11183, Jordan 567 8586 (Telephone) 567 8594 (Facsimile)</td>
<td><a href="mailto:amman@unifem.org.jo">amman@unifem.org.jo</a> (E-mail) <a href="http://www.unifem.org.jo">www.unifem.org.jo</a> (Website)</td>
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<tr>
<td>United Nations Relief and Works Agency for Palestine Refugees - Jordan Field Office</td>
<td>P. O. Box 484, Amman 11118, Jordan 560-7194 (Telephone) 568-5476 (Facsimile)</td>
<td><a href="http://www.unrwa.org">www.unrwa.org</a> (Website)</td>
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<tr>
<td>United Nations Relief and Works Agency for Palestine Refugees - Headquarters Amman</td>
<td>P.O. Box 140157, Amman 11814, Jordan 582-6171 (Telephone) 586-4151 (Facsimile)</td>
<td><a href="http://www.unrwa.org">www.unrwa.org</a> (Website)</td>
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<td>United Nations University - Leadership Academy</td>
<td>c/o University of Jordan, Amman 533-7075 (Telephone) 533-7068 (Facsimile)</td>
<td><a href="mailto:un2@ju.edu.jo">un2@ju.edu.jo</a> (E-mail) <a href="http://www.unu.edu">www.unu.edu</a> (Website)</td>
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<td>United Nations University - International Network on Water, Environment and Health</td>
<td>c/o National Centre for Human Resources Development 560, Al-Jubeih 11941, Jordan 533-0393 (Telephone) 533-0309 (Facsimile)</td>
<td><a href="mailto:unu-inweh@nchrd.gov.jo">unu-inweh@nchrd.gov.jo</a> (E-mail) <a href="http://www.inweh.unu.edu">www.inweh.unu.edu</a> (Website)</td>
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<td>World Food Programme</td>
<td>P. O. Box 941631, Amman 11194, Jordan 566-8171 (Telephone) 560-1496 (Facsimile)</td>
<td><a href="mailto:wfp.amman@wfp.org">wfp.amman@wfp.org</a> (E-mail) <a href="http://www.wfp.org">www.wfp.org</a> (Website)</td>
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<td>World Health Organization</td>
<td>P. O. Box 811547, Amman, Jordan 568-4651 (Telephone) 568-7533 (Facsimile)</td>
<td><a href="mailto:whoamman@go.com.jo">whoamman@go.com.jo</a> (E-mail) <a href="http://www.who.ch">www.who.ch</a> (Website)</td>
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<td>World Health Organization - Regional Center for Environmental Health Activities</td>
<td>P. O. Box 926967, Amman 1110, Jordan 552-4655 (Telephone) 551-6591 (Facsimile)</td>
<td><a href="mailto:ceha@who-ceha.org.jo">ceha@who-ceha.org.jo</a> (E-mail) <a href="http://www.who.int/ceha">www.who.int/ceha</a> (Website)</td>
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<td>Food and Agriculture Organization of the United Nations</td>
<td>P. O. Box 639, Baq'a'a 19381, Amman, Jordan 472-5071 (Telephone) 472-6015 (Facsimile)</td>
<td><a href="mailto:FAO-Jo@fao.org">FAO-Jo@fao.org</a> (E-mail)</td>
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