DEUTSCHE ZUSAMMENARBEIT

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für Internationale
Zusammenarbeit (GIZ) GmbH

Ministry of Labour

IMPACT EVALUATION
EXPANSION OF TRAINING
AND EMPLOYMENT
PROGRAMME

IMPACT EVALUATION

EXPANSION OF TRAINING AND EMPLOYMENT PROGRAM

February 2019

About The Employment Promotion Programme (EPP) In Jordan

Employment Promotion Programme, commissioned by the Federal Ministry for Economic Cooperation and Development (BMZ), aims to improve Jordan's employment situation in partnership with the Jordanian Ministry of Labour. It focuses on building capacities and supporting the expansion of active labour market policies. The project advises the monitoring and evaluation system of the Ministry of Labour, in order to improve the ministry's capacity to assess the impact of its policies. Employment initiatives in four selected governorates -Irbid, Balqa, Karak and Ma'an- bring together local stakeholders, aiming to increase the supply of jobs and improve the employability of job seekers.

In sectors with particular potential to boost women's employment, the project implements additional, targeted labour market measures. Since many employers struggle to find and retain employees in technical jobs traditionally considered unattractive, the project supports the development and implementation of innovative human resources measures to increase job retention.

The project is part of a special initiative designed to stabilise and promote development in North Africa and the Middle East run by the German Federal Ministry for Economic Cooperation and Development (BMZ).

Acknowledgment

Content

Abbreviations

DoS	Department of Statistics
E-TVET	Employment, Technical and Vocational Education and Training
GIZ	Gesellschaft für Internationale Zusammenarbeit
ICT	Information and Communication Technology
MoL	Ministry of Labour
NCHRD	National Centre for Human Resource Development
NEES	National Electronic Employment System
NFEE	National Framework of Employment and Empowerment Program
SSI	Social Security Institute
TVET	Technical and Vocational Education and Training

Executive Summary

As the various employment related initiatives and major strategy documents of the Jordanian Government show, generating more employment, particularly for Jordanian and young people, is one of the priorities of the Ministry of Labour (MoL). Various interventions of MoL have been implemented to achieve this objective. One of these interventions was the **Expansion of Training and Employment Program**. It offered government-supported workplace-based training programs to 5,761 secondary-school graduates, university graduates, and the unemployed, improving their workplace relevant competencies in order to increase their employment opportunities. The program provided subsidies to enterprises that trained these target groups, motivating them with technical and financial support to retain the beneficiaries after training. The program subsidized enterprises in the occupational areas/sectors of Information and Communication Technology (ICT); Beauty; Hospitality/Restaurant; Gas Stations/Fuel; and Health (Pharmaceutical Technicians, Medical Laboratory Technicians, and Nurses).

The purpose of this study is to evaluate the impacts of the Expansion of Training and Employment Program – particularly the *employment impacts* of its beneficiaries – and to analyze to what extent it is effective, efficient, relevant and sustainable. The evaluation is based on a multi-methods approach. This approach is based on the systematic analysis of defined criteria that were developed with reference to the international state of the art standards to ensure comparability of the evaluation's findings. A range of triangulation methodologies was applied, including the triangulation of secondary and primary data sources, quantitative and qualitative data, and the triangulation of perspectives of different stakeholders.

The evaluation comprises three main components: first, the analysis of beneficiaries' data provided by the E-TVET Fund and the Social Security Institute (SSI); second, a tracer study; and thirdly, an enterprise survey. The data of 700 graduates of the program were provided by the E-TVET Fund and SSI. Within the tracer study, 114 beneficiaries were surveyed, sampled from the population of 5,685 graduates of the program. Within the enterprises survey, 46 enterprises were interviewed. The samples of all three analysis components were generated based on data availability. Because of limited data sources it was not possible to apply random sampling or to conduct a before/after and/or control group comparison. Therefore, the samples used in the survey cannot be considered as representative. The combination and triangulation of the evaluation's three analysis components intends to reduce this limitation.

Telephone interviews were applied in the tracer study and the enterprise survey for data collection. Descriptive statistical analysis methods were applied in all three analysis components to identify the scattering of data, frequencies, differences and correlations between different variables. In addition, inferential statistical analysis methods (such as correlation analyses) were applied in the tracer study survey to explore possible causing factors for the employment situation of the program's beneficiaries.

Employment impacts of the surveyed beneficiaries vary among different occupational areas/sectors but not by gender, region and educational level:

The **highest employment quotas** of the sampled beneficiaries were identified in the occupational areas/sectors of **Health** (Nursing/Hospitality services at hospitals, Medical Laboratory Technicians, Pharmaceutical Technicians) and **ICT**, while the lowest employment quotas were found for the **Beauty, Gas Stations/Fuel, and Hospitality/Restaurant** sectors.

The surveyed beneficiaries earned an average income of 275 JOD (700 beneficiaries analyzed via SSI) or 320 JOD (tracer study). Only a minor differentiation of the employed beneficiaries' income was identified referring to regions, sectors, educational level or gender.

The beneficiaries surveyed in the tracer study were asked to rate the relevance of the trainings: The vast majority of beneficiaries rated the trainings as *very useful* or *useful* for the development of their competences. On the other hand only approx. half of the beneficiaries rated the trainings as *very useful* or *useful* to find employment. Particularly a lot of beneficiaries trained as workers at gas stations rated the training as *not useful* to find employment.

Correspondingly, almost all beneficiaries trained in the Health sector stated that the training was very much related to their current working situation which is in line with the relatively high employment quotas of this sector. In contrast, the majority of respondents trained in the Gas Stations/Fuel sector stated that the training was not very much related to their current working situation.

Based on the evaluations findings the following recommendations are pointed out:

Effectiveness, Efficiency and Impacts

1) No objectives were formulated on the outcome level (direct results) of the program. Therefore, it is recommended to formulate the objectives and KPIs of future programs on the outcome level, as well. This is a major prerequisite of results-based steering of MoL employment promotion measures.

2) Not all objectives were defined SMART. Hence, SMART objectives and indicators for results-based management of labour market programs must be defined.

3) Another prerequisite for results-based planning and steering of labour market policies and programs is the development and application of effective M&E systems. The lack of reliable data was a major constraint for the implementation of this evaluation. Even the enterprises surveyed complained about the lack of follow up by the E-TVET Fund and the MoL. Therefore, effective results-oriented M&E systems in labor market programs should be applied. This includes the increase of M&E personnel at the MoL, which is highly needed.

Relevance and Sustainability

4) As outlined in the study, along with the potential for job creation in various sectors the absorption capacity of the Jordanian labour market is limited. Therefore, future programs should be planned based on current labour market studies.

5) Based on the identified labour market relevance of the different sectors supported by the program, it is recommend avoiding employment promotion in sectors with a low prestige, employment potential or income prospects such as the Gas Stations/Fuel, Beauty, and Hospitality sectors

1 The Expansion of Training and Employment Program and Its Context

1.1 Context: Economic Background and Labour Market in Jordan

Population growth in Jordan is high, and the economy does not create enough jobs, most especially those that could employ young people. As a result, both young people and women are particularly overrepresented among the unemployed.

With a population of 9.8 million people (2016) and a GDP of JD 27,445 million (current market prices)[1], Jordan is a small economy. Population growth has been calculated at 7.9% in 2015 and 2.5% in 2016, including the influx of Syrian refugees.[2] Jordan has limited natural resources. For quite a while, the economy has been supported by foreign loans, international aid, and remittances from expatriate workers. GDP growth (constant market prices) has slowed down considerably after the 2008 world and regional financial crises to an average 2.5% for the period covering 2010 to 2017 (2.0%, 2016, Central Bank of Jordan). Out of Jordan's total population, 6.8 million are Jordanians. 4.6 million of the Jordanian population are aged 15 years and over. The population has been growing fast. 67.8% of the population is urban. The median age in Jordan is 22.4 years.[3] The labour market is small, and so is its capacity to absorb the large number of new entrants. Therefore, unemployment is high and has been increasing in recent years.

The economic participation of Jordanians is low. 64% of the population aged 15 years and over are economically inactive, and only 36% are active. These economically active people are from the Jordanian workforce, i.e., 1.66 million people. As these 36% comprise 5.5% of the unemployed and 30.5% of the employed (including self-employed), the result equalled an official unemployment rate of 15.3% of the Jordanian workforce in 2016 - a significant increase from 13% in 2015.[4] To the extent the low labour market participation hides people who, in principle, would like to find employment but don't see opportunities, the unofficial unemployment rate would be higher than the 15.3%.

The development of employment and unemployment 2010 – 2016: In absolute terms, both employment and unemployment increased in the last years. Employment grew from 1,235,948 (2010) to 1,406,640 (2016), i.e. by 170,692 jobs in 6 years. This means the absorption capacity of the labour market increased by 28,449 annually on average. At the same time, however, unemployment also increased by 77,429. The net job creation in the economy as calculated by the Department of Statistics (DoS) has been around 50,000 jobs annually since 2012. The **gender breakdown** shows that **Jordan's female participation rate in the labour market is with 17.3% one of the lowest in the world**.[5] Women are also strongly overrepresented in unemployment with a rate of 24.1% as compared to men with 13.3% (2016). The breakdown by educational level shows that the largest group of those employed have less than a secondary education or bachelors' degrees. This is because they are the largest educational group among the economically active population. Compared to the average unemployment rate of 15.3% in 2016, only bachelor degree holders are highly overrepresented with an unemployment rate of 22.5%. People with a secondary education and graduate degrees are the least represented. Still, people with vocational apprenticeships, below secondary education, intermediate diplomas and a secondary education have high unemployment rates. The problem is exacerbated by the fact that **most of the unemployed people are young**. Age is actually the variable showing the strongest discrimination. 40% of people unemployed are below the age of 20. The age brackets from 20-24 (34.5%) and 25-29 (19.9%) are still highly overrepresented compared to the average of 15.3%.

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[1] Central Bank of Jordan, The Jordanian Economy in Figures 2012 – 2016, Amman 2017.
[2] Central Bank of Jordan, Annual Report 2016, Amman 2017, p 29.
[3] http://www.worldometers.info/world-population/jordan-population/.
[4] Central Bank of Jordan, The Jordanian Economy in Figures 2012 – 2016, Amman 2017.
[5] Hence, the employment rate of Jordanian women is one of the lowest in the region (Egypt: 26%, Morocco: 25%, Tunisia: 26%).
Traditional role models in Jordanian families are the major reason for this situation.

Table 1: Sociodemographic Characteristics of Employment and Unemployment, 2016

| | Sociodemographic Characteristics of Employment and Unemployment, 2016 | | | | | |
| | Employed | | Unemployed | | Total | |
	N	%	N	%	N	%
Gender						
Male	1.177.245	86,7	180.703	13,3	1.357.948	100,0
Female	229.395	75,9	72.913	24,1	302.308	100,0
Labour force	1.406.640		253.616		1.660.256	
Educational level						
Literate without formal education	37.867	89,9	4.257	10,1	42.124	100,0
Vocational apprenticeship	8.490	86,9	1.283	13,1	9.773	100,0
Below secondary education	701.182	86,2	112.526	13,8	813.708	100,0
Secondary education	151.478	90,6	15.627	9,4	167.105	100,0
TVET diploma (Community College)	133.326	86,6	20.660	13,4	153.986	100,0
Bachelor's degree	333.029	77,5	96.457	22,5	429.486	100,0
Graduate degree	41.269	93,6	2.805	6,4	44.074	100,0
Labour force	1.406.641		253.615	15,3	1.660.256	100,0
Age group						
15-19	44.702	60,0	29.856	40,0	74.558	100,0
20-24	189.711	65,5	99.897	34,5	289.608	100,0
25-29	239.252	80,1	59.486	19,9	298.738	100,0
30-34	210.600	88,8	26.493	11,2	237.093	100,0
35-39	206.488	92,8	15.996	7,2	222.484	100,0
40-44	183.641	94,8	10.128	5,2	193.769	100,0
45-49	144.761	95,7	6.504	4,3	151.265	100,0
50-54	95.942	96,4	3.581	3,6	99.523	100,0
55+	91.541	98,2	1.674	1,8	93.215	100,0
Labour force	1.406.638		253.615	15,3	1.660.253	

Source: DoS/ NCHRD, Al Manar human resources database

The Jordanian economy is a service economy. Public sector employment plays a strong role and accounts for 40% of employment. As public sector jobs are secure and relatively well paid, this is what many young Jordanians aim for. However, out of 319,038 applicants in the Civil Service Bureau in 2016, only 9,901 got appointments.[6]

According to distribution by sector, the single highest shares of employed people are in public administration, defence and social security (26.3%); wholesale and retail trade and motor vehicle repair (15.3%); and education (12.4%). Manufacturing accounts for 10% and construction for 6% of the employed. Only 1.7% were employed in agriculture in 2015.

The National Centre for Human Resource Development (NCHRD) has conducted and published a number of sector studies aimed at identifying demand for and supply of trained labour and professionals and the respective training programs. The research program is ongoing. Results have been published for the studies conducted in 2013-15. Sectors considered a priority and covered in the surveys are:

- Food, Beverages and Tobacco Trade, 2015
- Food, Beverages and Tobacco Manufacturing, 2015
- Health, 2015
- Agriculture, 2014
- Garments Manufacturing, 2014
- Furniture Production, 2014
- Hair Dressing, 2014
- Electromechanical Installation, 2014
- Monetary Intermediation, 2014
- Maintenance and Repair of Motor Vehicles, 2013
- Engineering and Electrical Industry, 2013
- Retail Sale of Automotive Fuel in Specialized Stores, 2013

In addition to these published results, results of three other surveys on the ICT, construction and tourism sectors are expected to be published soon. Quantitative results for the studies published thus far can be seen in the figure below. Figure 1 shows an oversupply of trained graduates in the fields of:

- Hairdressing and Beauty
- Electromechanical Fittings
- Engineering and Electrical Industries
- Maintenance and Repair of Motor Vehicles
- Furniture Production
- Health

A demand gap is shown in:

- Food Trade
- Food Manufacturing
- Garments
- Agriculture
- Financial Services

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[6] DoS/ NCHRD/ Al Manar, Human Resources Information System. Number of applicants and appointees in the Civil Service Bureau (2016).

Figure 1: Supply and Demand Referring to the Surveyed Sectors
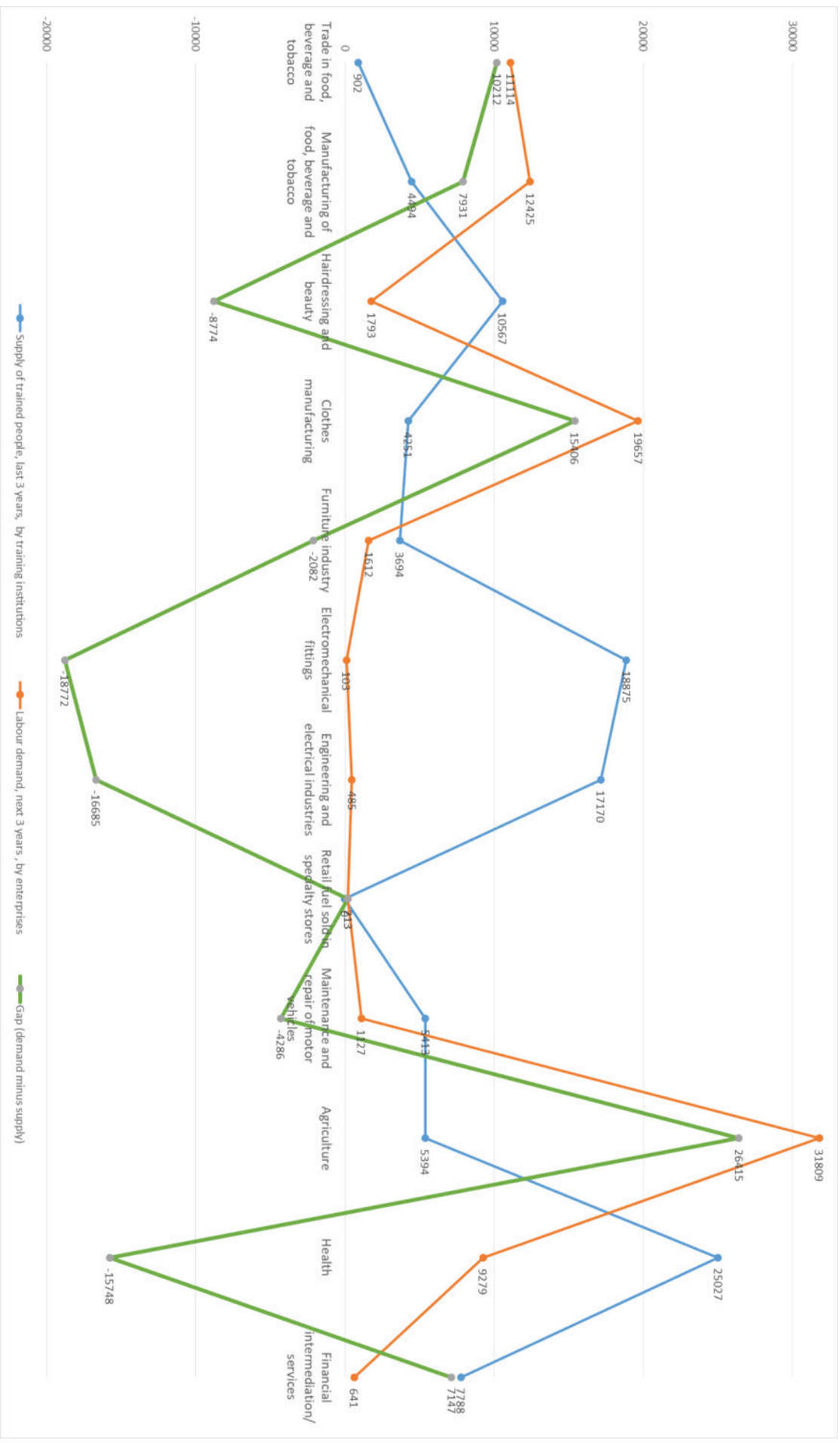
Source: NCHRD Sectorial Studies, 2013- 2015

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The regional distribution of employment and unemployment: In line with the regional distribution of economic activities and the population, half of which live in the Amman area, most employment is in Amman, Irbid and Zarqa. Balqa, Mafraq and Karak follow next. Amman accounts for more than one-third of employment in the country. Amman, and on a lower level Balqa, Madaba, Karak, Tafilah and Aqaba have seen employment growth from 2015 to 2016, while employment in other Governorates has stagnated or decreased.

In the Governorates with highest employment, Amman, Irbid and Zarqa, wholesale and retail trade including motor vehicle and motorcycle repair, public administration, defence and social security, manufacturing, education, transportation and storage, as well as construction, are among the top classes of economic activities providing jobs.[7]

While the biggest groups of unemployed in absolute terms are in Amman, Irbid and Zarqa Governorates, Amman is below average in terms of the unemployment rate, and Ma'an, Irbid, Ajloun, Mafraq and Aqaba are strongly affected the most.

Figure 2: Employment distribution by governorate[8]

Source: DoS Employment and Unemployment Survey 2016, Analytical Report, May 2017.
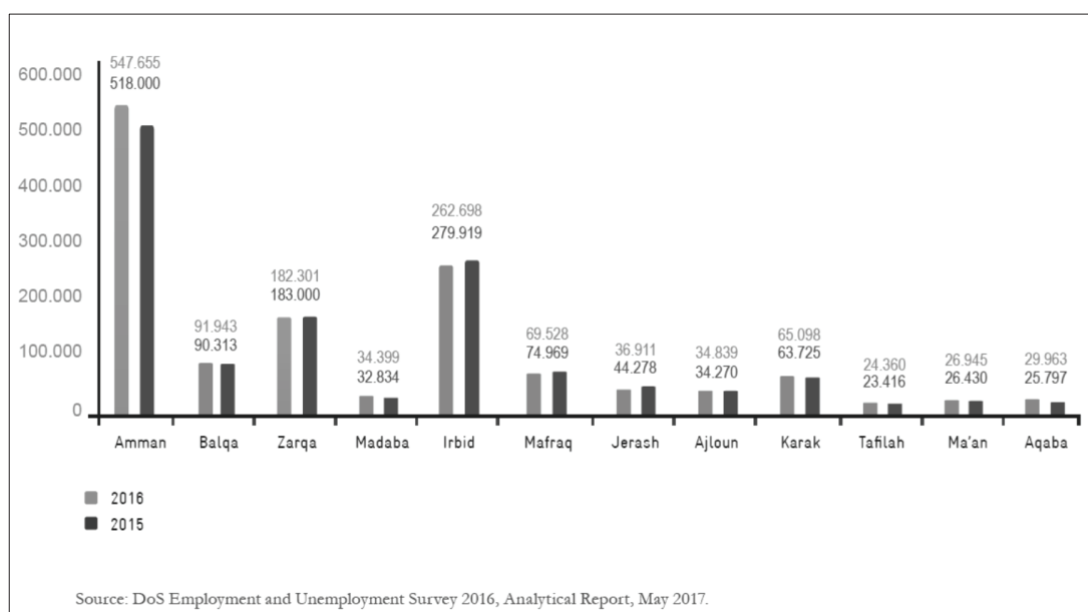
Figure 3: Unemployment rates in Jordan's governorates in 2016 and 2015 (%)

Source: DoS Employment and Unemployment Survey 2016, Analytical Report, May 2017.

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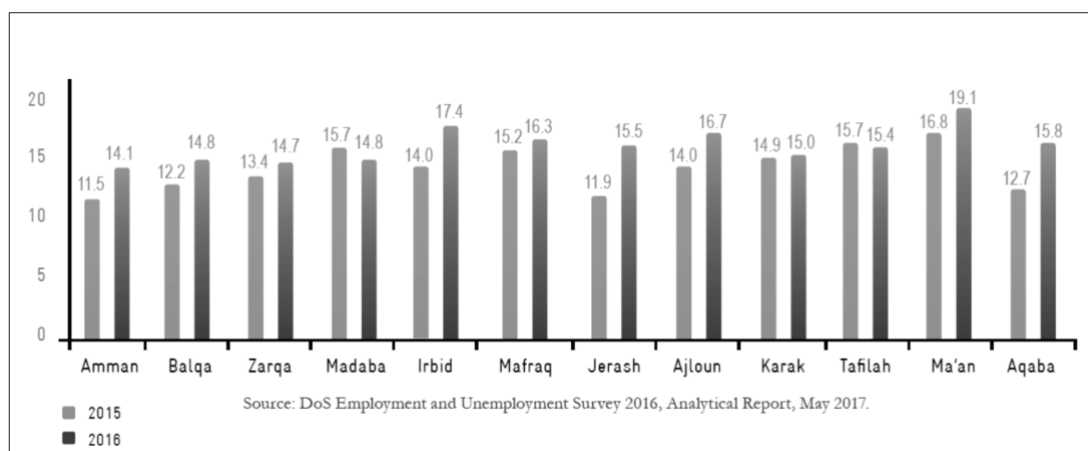
[7] GIZ Employment Promotion Program, p. 9.
[8] GIZ Employment Promotion Program, Economic trends in Jordan's local job market, p.8.

Incomes in Jordan are not high, with the biggest groups being in the income brackets from JOD 200 – 499 per month (82%) in 2015. Over 35% of all Jordanian workers, but over half of the youths (ages 15 – 24), earned between the minimum wage of 220 and 300 JOD per month (2015). Only 10.8% of Jordanian workers earned more than 500 JOD per month.[9] The **average income in Jordan was 493 JOD (median income) in 2016** (507 JOD male, 458 JOD female) (DoS 2017).

The national minimum wage in Jordan stood at JOD 190 but was increased to JOD 220 in 2017. However, numbers in the 300 – 499 JOD income bracket increased significantly from 29.4% in 2010 to 54% in 2015, suggesting a considerable increase in incomes of employed Jordanians over the last few years.

Jordan suffers from an incongruity between the jobs that are available and the aspirations of the Jordanian workforce. A significant proportion of available jobs have poor working conditions and are poorly paid; therefore, they are unattractive to a large segment of Jordanian workers, particularly given their relatively high levels of education and the high cost of living in Jordan. This incongruity is part of a vicious cycle in which many of the most highly-educated Jordanians emigrate for work to the Gulf countries, while large numbers of less-educated migrant workers immigrate for work inside Jordan.

1.2 The Expansion of Training and Employment Program

This intervention offers government-supported on-the-job training programs to job seekers that provide them with workplace relevant competencies in order to increase their employment chances. Moreover, through technical and financial support, it motivates employers to ensure employment after training by providing subsidies to the various sectors. The project is implemented through the signing of agreements with private sector companies to train new graduates (on-the-job training) which provide these graduates with operational skills that enable them to enter the labour market in return for providing financial support during a specific period of time for trainees and providing financial and in-kind support to employers to ensure that trainees work after the training period.

The project was implemented over a seven year period from 2009 to 2015[10] by the Ministry of Labour in cooperation with employers in the following selected sectors:

- Healthcare (including hospitals/nurses, pharmaceutical technicians, medical laboratory technicians)
- ICT
- Gas Stations/Fuel
- Hospitality/Restaurants,
- Beauty.

The project was funded by the E-TVET Fund. It was implemented in partnership with employers' representatives, employers in the target sectors, school and university graduates undergoing training, the unemployed and their families, and all governorates and regions of the Kingdom.

The Satellite Units Project was excluded from the following analysis because it was first subsidized by this program; however, it was later split and managed by a separate team which was then formulated to monitor and manage this sector specifically.

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[9] ILO 2017: Jordan Decent Work Country Diagnostic.
[10] Note: the training program extended into 2016 and 2017 to complete the training for beneficiaries who registered before.

1.2.1   Intervention Approach and Objectives

The program aims at incentivising enterprises and jobseekers by subsidising training programs for on-the-job training in different sectors. The program was carried out to contribute to the implementation of the National Employment Strategy (NES) which focuses on reducing youth unemployment (male and female) while at the same time promoting youth employment (male and female) in all educational groups (academic, professional, technical) by improving their labour market relevant competencies.

The intervention aimed at providing training and employment for 8,210 school and university graduates as well as unemployed persons over the period of five years through three main objectives:

1. Sign agreements with representatives of enterprises in the private sector in specific sectors to train job seekers on the job in return for providing financial support to those enrolled in the training program and provide financial and in-kind support to employers in accordance with the agreements signed during the project period.
2. Enroll 8,210 job seekers over the period of 5 years in on-the-job training in the targeted sectors in order to provide them with workplace relevant competencies and working experience to enable them to enter the labour market.
3. Subsidize the retention of the 8,210 persons who participated in the training programs mentioned under objective 2 in the companies in which they were trained or in other companies with which agreements were signed.

1.2.2   Activities

The intervention targeted five sectors. Of these five sectors, the Ministry of Labour signed an agreement with an interested company where the beneficiaries will be trained and employed after the completion of the training. Through the agreement, and depending on the sector, the Ministry conducted awareness sessions and promotions for the program to attract new graduates who were still unemployed as well as other interested individuals who were willing to be enrolled in such training programs in these companies. Likewise, the companies were committed to selecting suitable candidates and interviewing them before these candidates joined the program. Different criteria applied to different sectors. The following table summarizes the criteria for all sectors covered in the program. The wages and other subsidies were supported by the Ministry through the E-TVET Fund.

The intervention targeted young individuals who graduated from school, community colleges, vocational training institutes, and universities and were still unemployed, as well as other unemployed job seekers.

Table 2: Subsidies paid by the program/MoL and commitments of enterprises per sector

Sector	Age Group of Beneficiaries	Training Period	Commitments of Enterprises	Subsidies Paid by MoL
Hospital/ Nurses	N/A	1 year	- Pay salaries based on hospital's salary scale. - Social security. - Health insurance. - Employ graduates for at least 12 months with an official contract.	- Pay 50% of trainees' salaries and not less than (150 JOD for BA holders, 110 JOD for diploma and community colleges) paid to hospitals.
Gas Stations/ Fuel	18-55	6 months (including 3 months basic training).	- Pay 210 JD exclusive other party's support. - Assess graduates (who completed 6 months training) to apply for occupational test and pay its expenses. - Employ graduates for at least 2 years after the completion of program with min wage of 210.	- 350JD/trainee after completion of the 6 months training period (given only once). - 350JD/trainee to trainees who completes another 6 months. - 50JD transportation/ accommodation for trainees outside governorate for 1 year. - Trainee's contribution of social security.
Hospitality/ Restaurants	18-40	- Min 25 hrs (basic training by company) - 12 months subsidized training	- Pay 210- 220 JD/ month paid to trainee. - Health insurance. - Employ graduates for at least 12 months after completion of the training program with a minimum wage of 230JD.	- 100 JD each 3 months for 12 months paid to trainee. - 250 JD paid each 3 months to individuals coming from outside the city.
ICT	N/A	12 months including 5-day training on basic skills to be conducted by MoL.	- 300JD/ trainee/ month. - Social security. - Health insurance.	- 50% wage subsidy (not less than 150JD/ trainee/ month paid to company. - 50JD/ trainee/ month transportation support for trainees outside the city.
Medical Laboratories	N/A	1 year	- Pay salaries based on hospital's salary scale. - Social security. - Health insurance. - Employ graduates for at least 12 months with the minimum wages specified by the pharmaceutical association (350 for pharmacists and 400 for Doctor of Pharmacy).	- Pay 50% of trainees' salaries with not less than (150 for BA holders).
Pharmaceutical	N/A	1 year	- Pay salaries based on hospital's salary scale. - Social security. - Health insurance. - Employ graduates with the minimum wages specified by the pharmaceutical association (350 for pharmacists and 400 for Doctor of Pharmacy).	- Pay 50% of trainees' salaries with not less than (150 for BA holders).
Beauty[11]	N/A	1 year	N/A	N/A

[11] The documents available were not sufficient to illustrate commitments made by MoL or companies.

1.2.3   Achievements: Enrollment, Outputs and Outcomes

The numbers of beneficiaries enrolled in the training programs, the outputs and outcomes the Expansion of Training and Employment Program per year and sector/occupational area are listed in the tables below (Data source: E-TVET fund and M&E documents of MoL):

Total Enrolled Beneficiaries, Outputs and Outcomes

Table 3: Total Outputs and Outcomes Per Year

Year	Enrolled Per Year	Graduates (Output)	Drop Out (Output)	Employed (Outcome)	Not- Employed (Outcome)
2009	267	0	267	0	0
2010	167	111	56	111	0
2011	426	426	0	426	0
2012	1000	502	498	253	249
2013	732	373	359	356	17
2014	1036	1036	0	979	57
2015	1240	1240	0	1034	206
2016	638	638	0	638	0
2017	255	255	0	255	0
Total	5,761	4,581	1,180	4,052	529

Beneficiaries Enrolled In Training Per Sector

Table 4: Number of Beneficiaries Enrolled in Training Per Sector and Year

No	Sector	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
1	Nurses	267	167	102	500	350	400	420	419	212	2,837
2	Gas Stations/Fuel	0	0	0	0	0	75	182	90	43	390
3	Hospitality/ Restaurants	0	0	0	0	0	89	226	31	0	346
4	ICT	0	0	324	500	382	472	204	0	0	1,882
5	Medical Laboratories	0	0	0	0	0	0	50	56	0	106
6	Pharmaceutical	0	0	0	0	0	0	98	42	0	140
7	Beauty	0	0	0	0	0	0	60	0	0	60
	Total	267	167	426	1,000	732	1,036	1,240	638	255	5,761

Drop-Outs Before Finishing The Training Per Sector

Table 5: Number of Drop-Outs Before Finishing the Training Per Sector and Year

No	Sector	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
1	Nurses	267	56	0	194	254	0	0	0	0	771
2	Gas Stations/Fuel	0	0	0	0	0	0	0	0	0	0
3	Hospitality/ Restaurants	0	0	0	0	0	0	0	0	0	0
4	ICT	0	0	0	304	105	0	0	0	0	409
5	Medical Laboratories	0	0	0	0	0	0	0	0	0	0
6	Pharmaceutical	0	0	0	0	0	0	0	0	0	0
7	Beauty	0	0	0	0	0	0	0	0	0	0
	Total	267	56	0	498	359	0	0	0	0	1,180

Graduates per sector

Table 6: Number of Graduates Per Sector and Year

No	Sector	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
1	Nurses	0	111	102	306	96	400	420	419	212	2,066
2	Gas Stations/Fuel	0	0	0	0	0	75	182	90	43	390
3	Hospitality/ Restaurants	0	0	0	0	0	89	226	31	0	346
4	ICT	0	0	324	196	277	472	204	0	0	1,473
5	Medical Laboratories	0	0	0	0	0	0	50	56	0	106
6	Pharmaceutical	0	0	0	0	0	0	98	42	0	140
7	Beauty	0	0	0	0	0	0	60	0	0	60
	Total	0	111	426	502	373	1,036	1,240	638	255	4,581

Employed Graduates Per Sector (Outcomes)

Table 7: Number of Employed Graduates Per Sector and Year

No	Sector	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
1	Nurses	0	111	102	57	79	400	420	419	212	1,800
2	Gas Stations/Fuel	0	0	0	0	0	67	130	90	43	330
3	Hospitality/ Restaurants	0	0	0	0	0	40	150	31	0	221
4	ICT	0	0	324	196	277	472	204	0	0	1,473
5	Medical Laboratories	0	0	0	0	0	0	50	56	0	106
6	Pharmaceutical	0	0	0	0	0	0	80	42	0	122
7	Beauty	0	0	0	0	0	0	0	0	0	0
	Total	0	111	426	253	356	979	1,034	638	255	4,052

Not Employed Graduates Per Sector

Table 8: Number of Not Employed Graduates Per Sector and Year

| No	Sector	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
1	Hospital/Nurses	0	0	0	249	17	0	0	0	0	266
2	Gas Stations Fuel	0	0	0	0	0	8	52	0	0	60
3	Hospitality/ Restaurants	0	0	0	0	0	49	76	0	0	125
4	ICT	0	0	0	0	0	0	0	0	0	0
5	Medical Laboratories	0	0	0	0	0	0	0	0	0	0
6	Pharmaceutical	0	0	0	0	0	0	18	0	0	18
7	Beauty	0	0	0	0	0	0	60	0	0	60
	Total	0	0	0	249	17	57	206	0	0	529

2 Background and Intention of the Evaluation

2.1 Context of the Evaluation

Job creation is a main priority of the Jordanian government. However, there is a lack of continuity in following up on the implementation of policies and achieving the intended result of job creation.

The main function of monitoring and evaluation (M&E) systems is to provide reliable data for evidence-based steering of the labour market to overcome the existing incongruence of supply and demand, shown in Figure 4 below:

Figure 4: Incongruence of Labour Demand and Supply
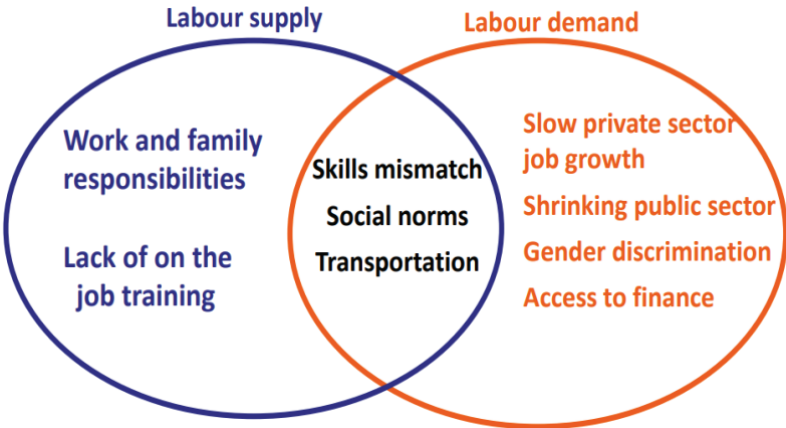
In 2016, the Jordan Ministry of Labour started a cooperation with the *Gesellschaft für Internationale Zusammenarbeit* (GIZ) to build capacities at the MoL in the area of M&E. Besides the development of a results-based monitoring system, the implementation of two impact evaluations is part of the partnership. Carried out in 2018, the Expansion of Training and Employment Program is subject to the first evaluation. A second impact evaluation of another MoL-driven employment promotion program will be conducted in 2019. The results of this evaluation will provide MoL with the necessary data needed for evidence-based policy making.

Figure 5: Evidence-Based Governance of the Labour Market
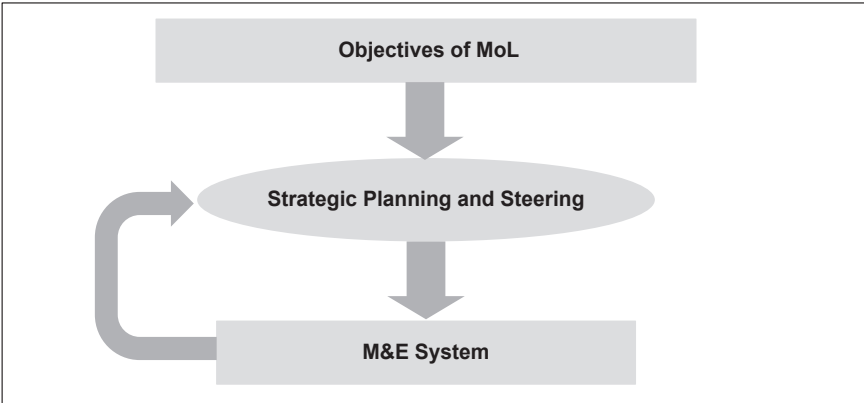
Based on the results, recommendations and insights will be provided for better decision-making for future interventions.

2.2 Purpose and Objectives of Evaluation

The evaluation aims to provide evidence and recommendations for an improved and results-based guidance of MoL measures by assessing long term effects on beneficiaries, and also aims to gain information as to determine what level measures achieve their objectives. In addition, this evaluation will assist MoL in:

1. Analyzing the long-term employment effects (impacts) of the Expansion of Training and Employment Program.
2. Identifying lessons learned about the implementation of the program from the perspective of different stakeholders (Enterprises and Beneficiaries) and providing recommendations for the further planning process of employment promotion measures.
3. Improving coordination between institutions to avoid duplication and overlapping of support.
4. Identifying to what extent the program contributes to the achievement of the national strategies.
5. Using the findings for results-based guidance of future interventions such as the National Framework of Employment and Empowerment Program (NFEE) that includes some of the sectors that were targeted in the expansion of the education and training program.

In this context, **specific objectives of the evaluation** study are to:

1. Evaluate the effectiveness of the program (achievement ration achieved values/target values)
2. Analyze the relevance of the program (regarding national strategies and the needs of its target groups)
3. Evaluate the long-term employment effects (impacts) on the beneficiaries of program
4. Compare the sectors covered by the programs to identify those sectors with the potential to achieve a high effectiveness regarding employment creation
5. Analyze efficiency of the program for different sectors (cost per beneficiary)
6. Analyze the sustainability of the program

2.3 Guiding Questions

This evaluation will answer the following questions:

1. Does the program implemented by the MoL result in a significant improvement of its beneficiaries' employment situation?
2. Did the program improve the situation of female beneficiaries?
3. To what extent did the program achieve its objectives?
4. Are the achievements of the program in line with the priorities of the development strategies of the Jordanian government?
5. How useful was the programs' support for its beneficiaries and the participating enterprises?
6. Was the program efficient?

Detailed guiding questions and the survey instruments derived from them are presented in the next chapter in Table 9.

3 Methodology of the Evaluation

3.1 Evaluation Approach

In alignment with international evaluation standards[12], the evaluation applies a **multi-methods approach**. This approach is based on the systematic analysis of defined criteria that were developed with reference to the international best practices to ensure the evaluation's:

- Utility
- Accuracy
- Feasibility
- Propriety (see DeGEval 2002/2016)

A range of triangulation methodologies was applied:

- Triangulation of secondary and primary data sources
- Collection of qualitative data, as a follow-up to the analysis of quantitative data
- Triangulation of perspectives of different stakeholders

In order to answer the guiding questions listed in Chapter 1 and to implement these triangulation strategies, several data collection instruments were combined under the multi-methods approach:

1. Collection of beneficiaries' data through the E-TVET fund and the SSI
2. Tracer study of the program's beneficiaries
3. Survey of enterprises that participated in the program (enterprise survey)

All these applied instruments have specific advantages and limitations:

1. *Collection of beneficiaries' data through the E-TVET fund and the SSI*: The considerable sample size of 700 beneficiaries of the program is an advantage of this analysis. The disadvantage is the small amount of available variables. Only the employment and income situation could be analyzed. Besides that, there is no requisite information to draw conclusions about the causes of variations of the beneficiaries' employment situation.
2. *Tracer study*: The advantage of this instrument is the availability of systematic information which was derived from the models illustrated in Chapter 4.3. A large number of variables were gathered to explain the employment situation of the surveyed beneficiaries. The limited sample size and the lack of representativeness of the sample are the major disadvantages of this analysis. Due to organizational reasons (mainly the unavailability of contact data), only 114 beneficiaries of the program could be surveyed.
3. *Enterprise survey*: This survey was carried out to triangulate the information provided by the program's beneficiaries. Also here, the limited sample size and the limited representativeness of the sample is the major constraint of this instrument. Because of the unavailability of contact data, only 46 enterprises could be surveyed.

3.2 Evaluation Criteria

Referring to the structure of the evaluated program and with reference to international best practices the following evaluation criteria were specified and matched with appropriate data collection and analysis methods. They are illustrated in the following table:

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[12] See e.g. DeGEval (2002/2016): Evaluation Standards. https://www.degeval.org/degeval-standards/standards-fuer-evaluation,

Table 9: Overview on Evaluation Criteria, Guiding Questions, Specified Criteria and Indicators, Data Sources

Criteria	Guiding Questions	Specifiction / Indicators	Data Sources / Data Collection and Analysis Instruments
Relevance	*Labour market relevance:* Were the sectors supported by the program in line with labour market demand and needs of the target groups? *Relevance for the target groups:* How useful was the on-the-job-training for the beneficiaries? How useful was the programs' support for the participating enterprises? What changes are recommended by the enterprises and beneficiaries? *Relevance regarding national strategies:* Is the program in line with national strategies such as the *National Employment Strategy?*	- Employment quota of projects beneficiaries per sector - Labour demand per sector - Training quality/usefulness rated by enterprises and beneficiaries Relevance of training related to current work rated by beneficiaries - Recommendations for changes - Objective / priorities of the project - Priorities of the strategies	- Tracer study, analysis of 700 beneficiary's data provided by SSI - Enterprise survey - MoL labour market data. Sectorial studies of NCHRD etc. - Enterprise survey - Tracer study - NES - Jordan Vision 2025 - Executive Development Program (EDB)
Effectiveness	To what extend did the program achieve its defined objectives?	- Target value defined in the objective - Actual values per year	- NES (objectives) - Monitoring E-TVET Fund (actual values)
Impact	Does the program result in a significant improvement of the employment situation and income of its beneficiaries?	Beneficiaries' employment quota: - X = wage employed + self-employed surveyed beneficiaries / All surveyed beneficiaries minus those who continued education Unemployment quota: - X = unemployed surveyed beneficiaries / All surveyed beneficiaries minus those who continued education *100 Income of surveyed beneficiaries	- Tracer study (114 beneficiaries) - Analysis of 700 beneficiary data provided by SSI - Enterprise survey - Secondary data: Employment/unemployment quotas specified by governorates, gender and sector, income

	Questions	Indicators	Source
	Did the program improve the employment situation of the female beneficiaries? What is the effect of intervention on unemployment rates for males and females?	Employment quota for females Income females	
Efficiency	What is the cost per beneficiary? (And per sector if available)	- Total budget compared with the total number of beneficiaries (cost per beneficiary)	- Program monitoring (data provided by E-TVET fund and SSI)
Sustainability	*Sustainability of training and subsidizing employment:* To what extend companies are willing to participated in future similar programs implemented by MoL? What are sectors with high potential regarding employment creation?	- Recommendations of enterprises	- Enterprise Survey - Labour market surveys

## 3.3   Modeling Employment Effects (Impacts)

In order to avoid redundancies and to proceed in a focused and consistent manner, analytical framework models are used in which the programs' results are specified.

The **definition of terms** is a core prerequisite of this methodological approach. Therefore, the most relevant terms are defined according to the definitions of MoL's results-based M&E system (see MoL 2017, p. 11 and 17) and in alignment with international references:[13]

Impacts are defined as the likely or achieved long-term and indirect results/effects of an intervention. In the area of employment promotion an intervention (program) usually causes a set of effects on *individuals* and/or *enterprises*. In the focus of this evaluation are the **achieved beneficiaries' direct long-term employment effects and the effects on the enterprises which participated in the program** (more than 6 months after the end of the programs support).

The most important effects of the two MoL interventions have to be modeled. The following two models are based on the current state of research:

Figure 6: Overview Results Model, Employment and Non-Employment Effects on Direct and Indirect Beneficiaries of an Employment Promotion Measure
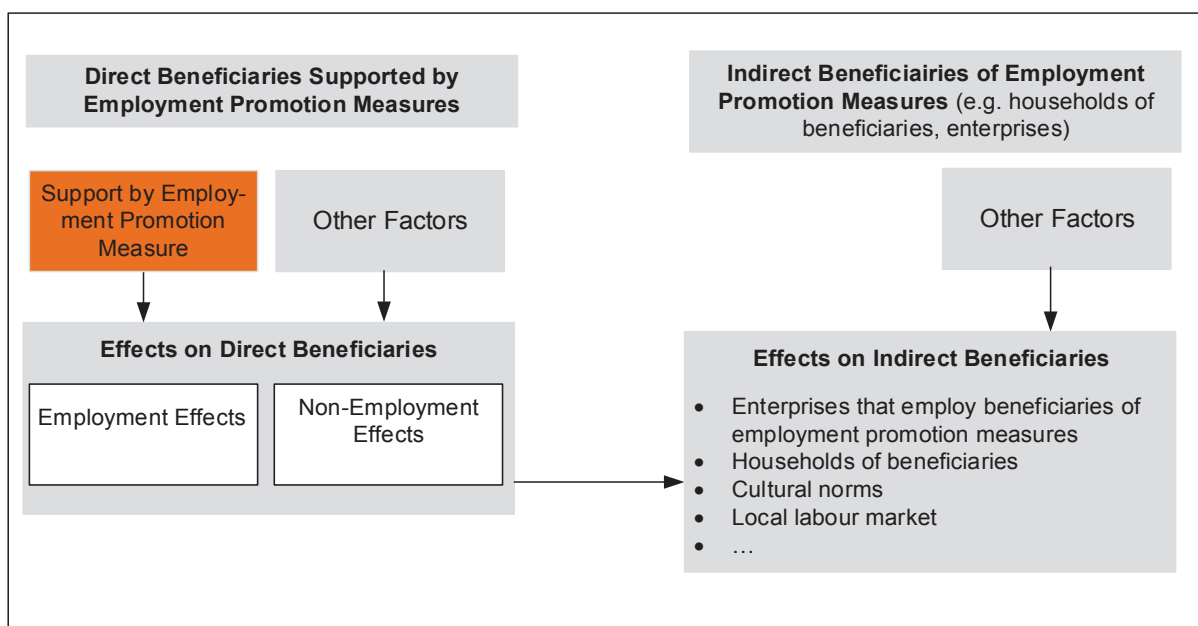

This first model gives an overview of the direct and indirect effects of employment promotion measures.[14]

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[13] See e.g. ILO 2017, Kluve/Stöterau 2014, Stockmann 2008
[14] The structure of this model borrows from the impact model of employment promotion measures suggested by Kluve/Stöterau 2014. It is simplified to increase its practicability.

In a second step the model was specified by zooming in the parts of the model:

Figure 7: Results Model II, Direct Long-Term Employment Effects of Beneficiaries Supported by the Program
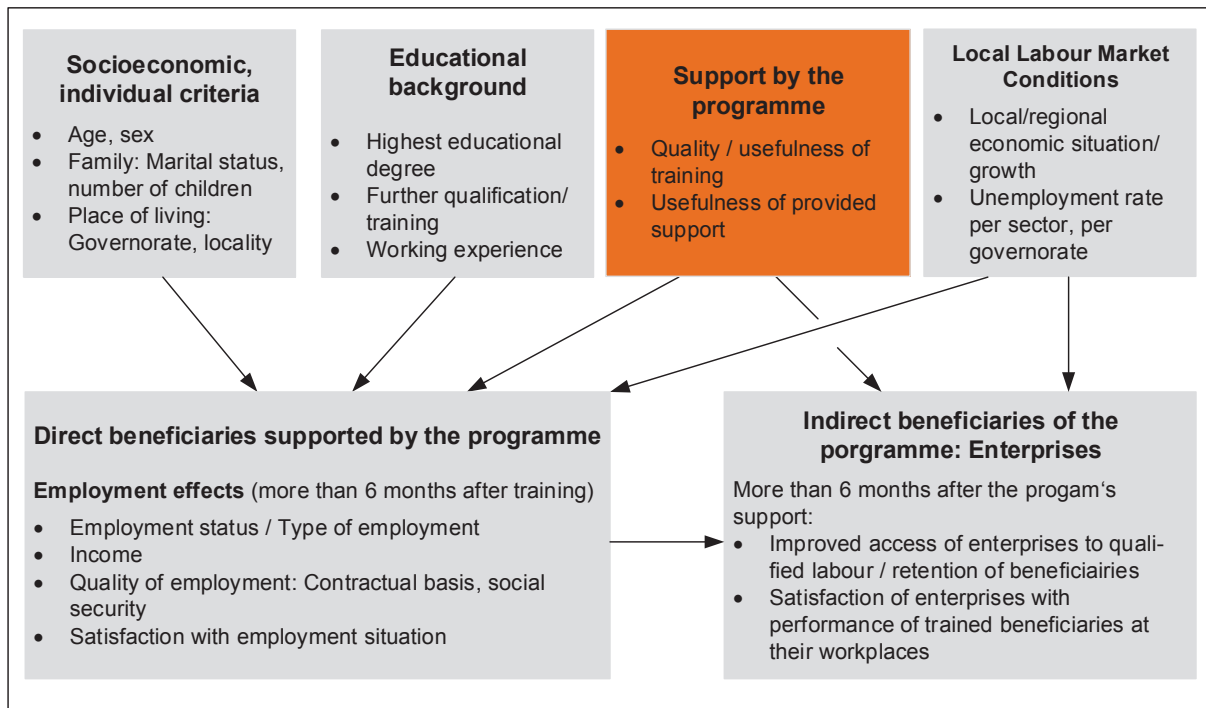
In this model, the employment effects on the direct beneficiaries, the effects on the enterprises as indirect beneficiaries, as well as the most important causing factors are specified.

3.4   Methods of Data Collection and Analysis

Following the multi-method approach, a set of different standard **data collection methods** was applied:

Analysis of secondary data: In the first step, project-relevant documents and monitoring data (mainly provided by the E-TVET fund and the SSI) were analyzed. All beneficiaries' data/statistics have been checked for consistency. The following gaps in the monitoring data were identified:

- Inconsistency of beneficiary's statistics
- Lack of personally identifiable data of beneficiaries of the project to make a follow up of their employment situation after the program possible

Collection of primary data: On the basis of the document analysis and programs' monitoring statistics, primary data were collected by a **tracer study** and an **enterprise survey**. The following steps were applied:

1. Investigation of personally identifiable information of the beneficiaries and the enterprises that participated in the program,
2. Sampling of 114 beneficiaries and 46 enterprises of which the contact data could be investigated
3. Questionnaire-based telephone interviews carried out by the staff of the M&E section of MoL

The **data analysis** was carried out by applying the following common analysis methods:

- *Qualitative data analysis*: The collected data were analyzed by a qualitative content analysis (see e.g. Mayring 2015),
- *Quantitative data analysis*: A descriptive statistical analysis was applied to identify the scattering of data, frequencies, differences and correlations. In the tracer study survey, statistical in-depth analysis methods such as significance tests, correlation analyses and significance tests were applied to explore possible causing factors for the employment situation of the programs beneficiaries.

4 Findings

The employment impacts on the beneficiaries of the Expansion of Training and Employment Program as well as impacts referring to the enterprises that participated in the program are the focus of this study.

The employment effects on the 5,685 beneficiaries of the program trained between 2009 and 2017 are evaluated by the:

- **Selected data of 700 beneficiaries** of the program provided by the Social Security Institute (SSI),
- **Tracer study of 114 beneficiaries** of the program.

The impacts regarding the enterprises which participated in the program are evaluated by an **enterprise survey (46 enterprises)**.

4.1 Analysis of Beneficiaries Data Provided by SSI

4.1.1 Description of Sample

The MoL received selected data from the SSI of 700 beneficiaries of the program and included:

- Sector/occupational areas of in-company training
- Period of training (only for parts of the beneficiaries available)
- Educational background (only for parts of the beneficiaries available)
- Governorate of training (only for parts of the beneficiaries available)
- Employment status (formally employed, formally employed after participating in the program but stopped to be formally employed, not formally employed at all after participating in the program)
- Sector/occupational area of employment,
- Income (no exact data about the date of income available for all 700 beneficiaries).

The sample of 700 beneficiaries of the program was generated based on data availability. Therefore, it is not considered as representative.

Educational background, governorate, sectors, and periods of supported training

The 700 beneficiaries analyzed were trained in the following sectors/occupational areas:

Table 10: Number of Beneficiaries Per Sector/Occupational Area of Training/Employment Support

Sector/ Occupational Area	No. of Persons Trained
Nurses	136
ICT	99
Medical Laboratory Technicians	19
Pharmaceutical Technicians	69
Gas Stations/Fuel (Workers)	348
Beauty (Workers)	29
Total	**700**

Figure 8: Number of beneficiaries per sector/occupational area of training/employment support
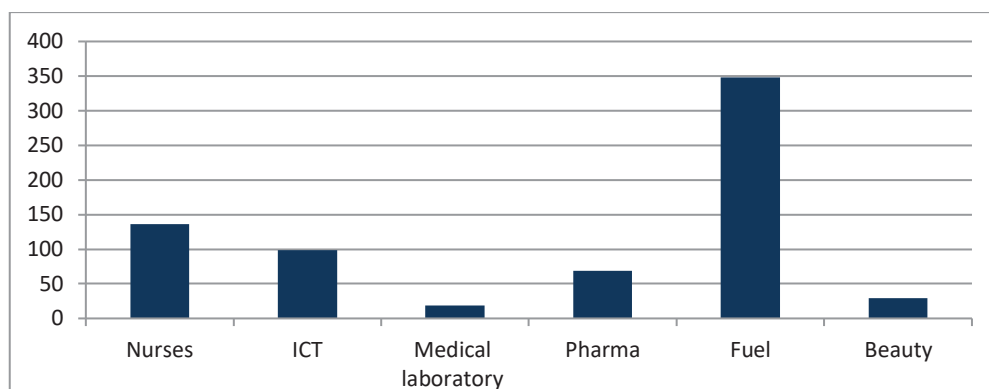
As illustrated in both the table and diagram, the majority of sampled beneficiaries are trained in the field of Gas Stations/Fuel (348) followed by Nursing (136) and ICT (99). **This distribution only partially corresponds to the distribution of the program's graduates by sector/occupational area** (Nurses: 2,837, ICT: 1,882, Hospitality/Restaurants: 346, Gas Stations/Fuel: 390, Pharmaceutical 140, Medical Laboratories: 106, Beauty: 60 (see table 6, chapter 1.2.3), **which negatively affects the representativeness of the sample.**

Data on the **educational background** were available for only about half of the sampled beneficiaries:

*Table 11: Number of beneficiaries per educational background*

Educational Background	No of persons
Bachelor	281
TVET Diploma (Community college)	50
No data	369
Total	**700**

The majority of the 700 beneficiaries for whom data were available had a bachelor's degree as their highest educational degree, while a smaller proportion held a TVET Diploma (Technical Education/Community College). This indicates a rather high educational background of the sampled beneficiaries.

Also, the data on the **governorates** in which the beneficiaries were trained are available for less than half of the sampled beneficiaries:

Table 12 and Figure 9: Number of Beneficiaries Per Governorate

Governorate	No of persons
Amman	108
Irbid	37
Zarqa	32
Jerash	18
Al-Balqa	15
Karak	6
Tafileh	6
Ajloun	3
Mafraq	3
Madaba	2
No Data	470
Total	**700**
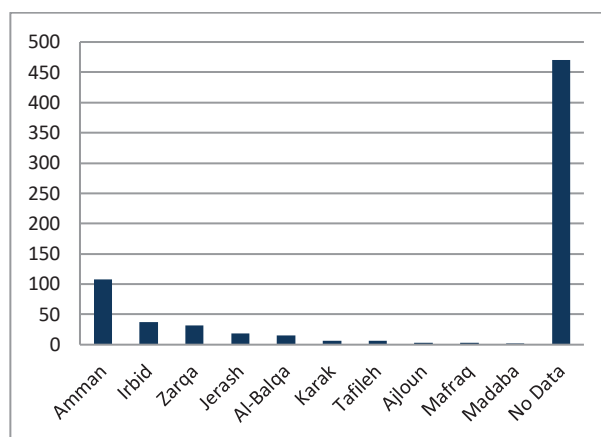
The majority of the beneficiaries for whom data were available have been trained in Amman - Jordan's largest city and its economic center. A considerable share was trained in the urban centres of Irbid and Zarqa. This corresponds with the regional distribution of the beneficiaries of the program.

Furthermore, data on the period of training is available for only parts of the sample. Exact dates about the start and end of training are available for only a very small share of the sampled beneficiaries. Therefore, it was not possible to determine the exact training period of the beneficiaries. All beneficiaries for whom data were available started the training between 2014 and 2016 (618 of 700 beneficiaries) and finished the training between 2015 and 2016 (408 of 700 beneficiaries).

4.1.2 Employment and Income Situation

Employment Status

The data provided by SSI on the beneficiaries' employment status are specified only by the following characteristics:

- Formally employed
- Formally employed after the end of the training but not formally employed anymore
- Not formally employed at all

The limitation to these three specifications is caused by the nature of the data source: Only formally employed persons are registered at SSI and traceable via SSI and/or E-TVET Fund. Persons working in the informal sector are not traceable using this data source. Beside the already mentioned limitation of variables this is the main reason for the implementation of an additional tracer study: Firstly, this additional tracer study was able to collect considerably more variables. In addition, employment in the informal sector could also be surveyed.

The employment status of the programs' beneficiaries was analyzed specifically **by sectors/occupational areas**:

Table 13: Employment Status of Beneficiaries Specified By Sectors/Occupational Areas

Sector/ occupa- tional area trained	No of persons trained	No of persons formally employed	Quota of persons formally employed in %	Persons not formally employed anymore	Quota not formally employed anymore	Persons not formally employed at all	Quota not formally employed at all in %	Formally employed in the sector(occ. area	Quota formally employe d in the sec- tor/occ. area in %
Nurses	136	105	77.2	30	22.1	1	0.7	98	72.1
ICT	99	75	75.8	24	24.2	0	0.0	66	66.7
Medical laboratory	19	13	68.4	6	31.6	0	0.0	11	57.9
Pharma- ceutical	69	32	46.4	36	52.2	1	1.4	22	31.9
Gas stations/ Fuel	348	145	41.7	194	55.7	9	2.6	51	14.7
Beauty	29	5	17.2	9	31.0	15	51.7	1	3.4
Total	**700**	**375**	**53.6**	**299**	**42.7**	**26**	**3.7**	**249**	**35.6**

A total quota of **53.6% formally employed beneficiaries** is shown in the table and accounts for 375 of 700 sampled persons. 42.7% of the beneficiaries were employed directly after the training but stopped to be formally employed. Only 3.7% of all sampled beneficiaries were never formally

employed after the training. However, the employment quotas vary considerably by occupational area.

Figure 10: Number of beneficiaries trained and employed per occupational area
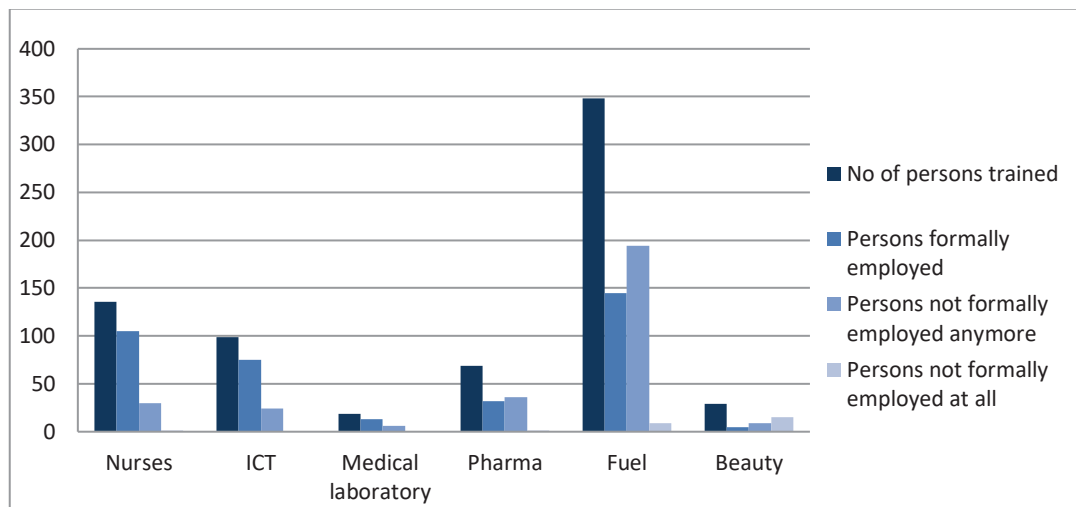
It is visible in both the table and diagram that the majority of sampled beneficiaries trained in nursing, ICT and medical laboratory are formally employed while a high share of beneficiaries trained in the gas station/fuel and beauty sectors stopped their formal employment. This is also illustrated by the employment quotas per occupational area shown in the following diagram:

Figure 11: Employment quotas per sector/occupational area in percent
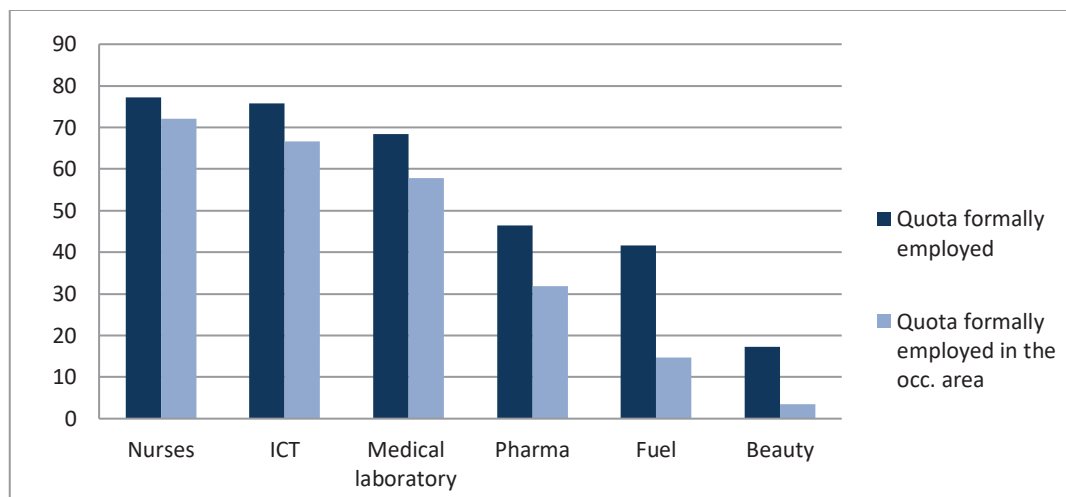
Besides the quotas for formal employment Table 13 and Diagram 10 show that high shares of beneficiaries trained in nursing, ICT and medical laboratories are formally employed in the same sector/occupational area while only a minor share of beneficiaries trained in the fields of beauty, gas stations/fuel and pharmaceuticals are employed in their respective occupational areas.

Based on the **high employment quotas in the same sector/occupational area for nurses, ICT and medical laboratory**, it can be assumed that **high shares** of beneficiaries in nursing, ICT and medical laboratories are **retained** by the company in which they received their training or found employment by a similar company. **This is an indication of the good employment effects of the program in these sectors.**

The quotas of formal employment in the sectors/occupational areas of Beauty (total: 17.2, same sector: 3.4), Gas Stations/Fuel (total: 41.7, same sector: 14.7) and Pharmaceutical Technicians (total: 46.4, same occupational area: 31.9) are low. **Particularly in the Beauty and Gas Stations/Fuel sectors, the quotas of formal employment indicate very low employment effects of the program**. These findings can be explained by the **unattractive working conditions at gas stations** with the result that the programs' beneficiaries may look for employment in other occupational fields or remain unemployed. For the **Beauty** sector, the negative employment effects can be interpreted by the fact that **employment in this sector mainly exists as self-employment in the informal sector in Jordan.**[1]

Moreover, this analysis of the long-term employment effects indicates in comparison to the short-term employment effects (outcomes) listed in table 7, chapter 1.2.3 that:

- the high employment rates (outcomes) in the Gas Stations/Fuel sector did not result in high employment rates in the long term (impact),
- the high employment rates (outcomes) in the sectors/occupational areas nurses, ICT and medical laboratory continued in the long term (high employment rates at the impact level).

However, because the Gas Stations/Fuel sector is overrepresented in the explanatory power of the total employment quota of 53.6% referring to the whole sample of 700 beneficiaries is limited because it is negatively biased.

The beneficiaries' employment status was also analyzed specifically by their **educational background**.

Table 14: Employment status of beneficiaries specified by educational background

Educational Background	No of persons trained	No of persons formally employed	Quota formally employed in %	Persons not formally employed anymore	Quota not formally employed anymore in %	Persons not formally employed at all	Quota not formally employed at all in %
Bachelor	281	164	58.4	112	39.9	5	1.8
TVET Diploma (Community college)	50	32	64.0	15	30.0	3	6.0
No data	369	179	48.5	172	46.6	18	4.9
Total	**700**	**375**	**53.6**	**299**	**42.7**	**26**	**3.7**

As shown in the table above, there is only a minor variation between the employment quotas of the beneficiaries with a bachelor's degrees and those with a TVET Diploma. However, it is visible that the quota of beneficiaries formally employed with TVET diploma (64%) is higher than average (53.6%). This can be explained with the sectors/occupational areas in which these beneficiaries are working: The majority of the 32 formally employed beneficiaries with TVET diplomas are working in the sectors/occupational fields ICT (11 of 32 beneficiaries), Nursing (8), and Medical Laboratory (1), which means in occupational areas with high employment quotas. Only a small share of the beneficiaries are working in sectors with low employment quotes such as Pharmaceutical (4 of 32 beneficiaries), and Gas Stations/Fuel (3). Five beneficiaries are working in other sectors that are not specified.

Comparing the employment quotas of the beneficiaries specified by educational background with the employment quotas referring to Jordan it is visible that also on the national level the

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1 See UNDP (2013): The Informal Sector in the Jordanian Economy. http://www.undp.org/content/dam/jordan/docs/Publications/Gov/The%20Informal%20Sector%20in%20the%20Jordanian%20Economy-jo.pdf, According to ILO estimation around 50% of Jordanians are currently working in the informal economy (see ILO 2017: Jordan Decent Work Country Diagnostic, p. 26).

employment quotas of persons with TVET diplomas (86.6%) are higher than the quotas of persons with bachelor's degrees (77.5%) (see table 1, chapter 1.1). Moreover, it can be assumed that the beneficiaries' overall employment quota of 53.2% is a slightly positive result because the overall employment quota in Jordan is 31.9% (considering the economically inactive persons in the country, DoS 2015).

However, it needs to be mentioned again that, in limiting to the results referring to the 700 analyzed beneficiaries, for more than half of the analyzed beneficiaries. no data about the educational background are available and the total employment quota referring to the whole sample is negatively biased because the Gas Stations/Fuel sector is overrepresented in the sample (see above). Therefore, the explanatory power of the results is considered as rather weak; it merely indicates a tendency.

Income

The median income of the 700 sampled beneficiaries is 275 JOD while the mean of their income is 311.1 JOD. The considerable difference between the median and the mean[2] is caused by the distribution of income in the sample: Several beneficiaries of the program have an above average income (highest income 1,500 JOD) while the majority has an income below 250 JOD. Therefore, the mean is biased and not the appropriate measurement.

The following table and diagram illustrate the distribution of income in the sample:

Table 16: Number of Beneficiaries by Income Categories

Income in JOD	No of persons
1 – 199	19
200-249	261
250-299	86
300-349	114
350-399	57
400-449	62
450-499	32
500-599	26
600-699	12
900-999	7
1000-1500	3
No Data	21
Total	**700**

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[2] The mean is used for normal distributions that have a low number of exceptions.

Figure 12: Number of beneficiaries by income categories
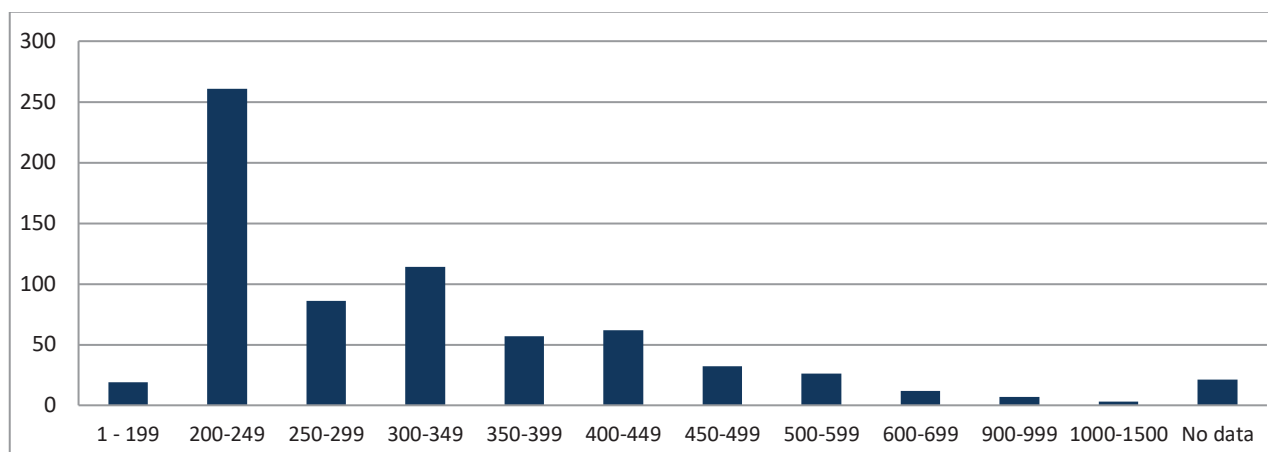
The table and the diagram show that the **majority of the 700 beneficiaries have an income between 200 and 249 JOD**, **indicating that the majority of the sampled beneficiaries have an income above the monthly minimum wage of 220 JOD, but below 300 JOD**.

According to DoS figures **over 35% of all Jordanian workers, but over half of the youth (15–24 years), earned between the minimum wage of 220 and 300 JOD per month** (2015). Only 10.8% of Jordanian workers earned more than 500 JOD per month which indicates that the **vast majority of Jordanians (89.2%) earn below 500 JOD** (see ILO 2017, p.25). The average income in Jordan is 493 JOD (median income) in 2016 (507 JOD male, 458 JOD female) (DoS 2017).

The findings indicate that, on one hand, the average income of the program's beneficiaries have an income below the average income, but on the other hand, the income distribution of the programs' beneficiaries is in line with the average situation in the country.

The beneficiaries' income was analyzed specifically by sector/occupational area:

Table 17: Income of beneficiaries specified by sectors/occupational areas

Sector/ Occupational Area	No. of Persons Formally Employed	Income (Median)
ICT	67	300
Pharmaceutical	23	341.5
Nurses	99	300
Gas Stations/Fuel	52	280
Medical Laboratory	12	341.5
Others	121	275
Total	**375**	**275**

As shown in the table the income in the Pharmaceutical (341.5 JOD) and Medical Laboratory Technician (341.5 JOD) occupational areas is considerably higher than the average income of the 700 beneficiaries. Also, the income in the ICT (300 JOD) and Nursing (300 JOD) fields is slightly higher, while the Gas Stations/Fuel sector (280 JOD) is almost on average.

The analysis of the beneficiaries' income by educational background shows only a minor variation between the income of the beneficiaries with bachelor's degrees and those with TVET Diplomas:

Table 18: Income of Beneficiaries Specified by Educational Background

Highest Educational Degree	No. of Persons Formally Employed	Income (Median)
Bachelor	164	275
Diploma TVET	32	300
No data	179	275
Total	**375**	**275**

Interestingly, the income of formally employed beneficiaries with TVET diplomas (300 JOD) is higher than average (275). Similar to the comparison of the employment status by educational background (see table 14), the higher income can be explained with the sectors/occupational areas in which the beneficiaries with TVET diplomas are working: The majority of them are working in the ICT (11 of 32 beneficiaries), Nursing (8), and Medical Laboratory (1) sectors/occupational areas – sectors with a higher average income than the Gas Stations/Fuel or Beauty sectors/occupational areas.

However, it has to be noted in limiting to these results, that no data are available for more than half of the analysed beneficiaries. Therefore, the explanatory power of the results referring to the educational background is considered as rather weak.

4.2 Tracer Study Survey

The sample of the tracer study was generated from the population of the 5,761 beneficiaries enrolled in training programs from 2009-2017. Telephone interviews were carried out by the M&E section of the MoL based on the questionnaire listed in annex 2.

4.2.1 Description of Sample

The availability of the beneficiaries' personally identifiable data was a major challenge. **114 beneficiaries were sampled** based on the availability of data provided by E-TVET Fund. The contact data of the beneficiaries were investigated by E-TVET and the National Electronic Employment System (NEES) of the MoL. The sampled 114 could be contacted by telephone based on their mobile phone numbers provided by Umniah, Orange and Zain.

Because of the challenge of data availability and the related sampling strategies **the sample is not representative and the explanatory power of the tracers study's finding is limited**.

The sampled beneficiaries were trained in all supported five sectors:

- ICT
- Health (incl. Nursing, Medical Laboratory Technicians, Pharmaceutical Technicians)
- Gas Stations/Fuel
- Hospitality/Restaurants
- Beauty

All sampled beneficiaries completed their training at least two years ago. Therefore, the long-term effects of the program (impacts) could be analyzed in detail.

Figure 13 shows the sampled beneficiaries specified by gender: 92 (81%) of sampled beneficiaries are male while 22 (19%) are female.

Figure 13: Sampled beneficiaries by gender
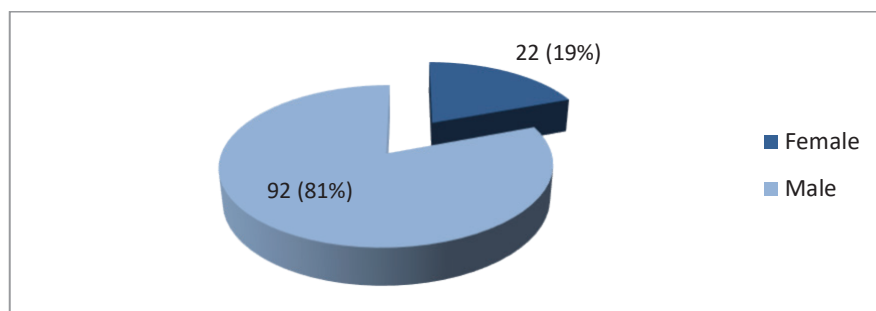
The description of the sample by governorates is illustrated in 14: Corresponding with the distribution of the total population of the program's beneficiaries, the majority of the 114 sampled beneficiaries are living in the urban centers of Jordan, particularly in Amman (34 beneficiaries) followed by Irbid (13), Mafraq (12), Tafileh (12) and Zarqa (11).
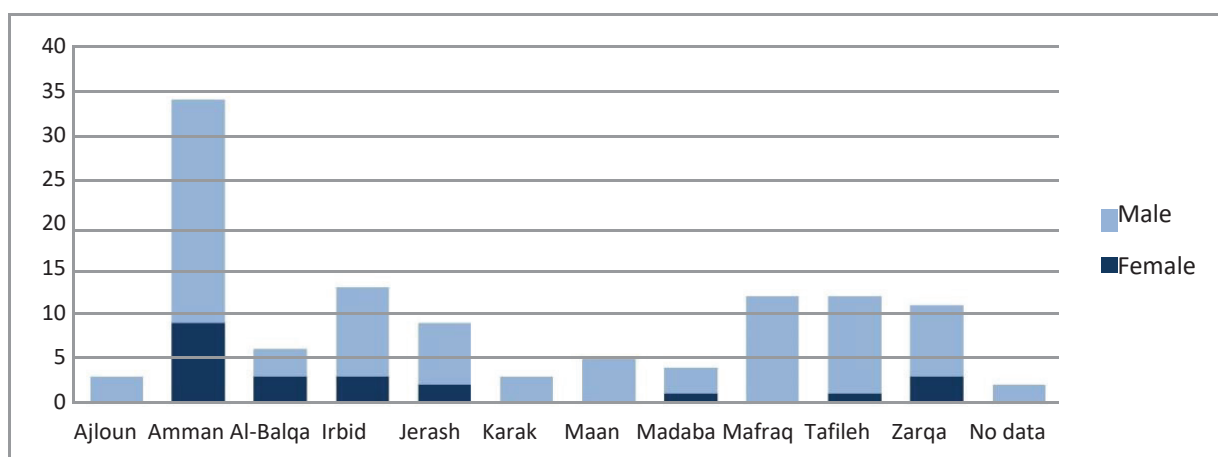
Figure 14: Sampled beneficiaries by governorates

Table 19 specifies the sampled beneficiaries by sector:

Table 19: Number of Sampled Beneficiaries Per Sector of Training/Employment Support

Sector	No. of Persons Trained
Health	32
ICT	5
Gas Stations/Fuel	69
Beauty	4
Total	**114**

Different form the population of all trained beneficiaries (see tables 3 – 8, chapter 1.2.3) the majority of the sampled beneficiaries were trained in the field of Gas Stations/Fuel while the other sectors are less represented in the sample. **Due to this situation the sample is not considered as representative.**

Figure 15 illustrates the distribution of the sampled beneficiaries by age, gender and governorates.

Figure 15: Number of Sampled Beneficiaries Per Age, Governorate and Gender
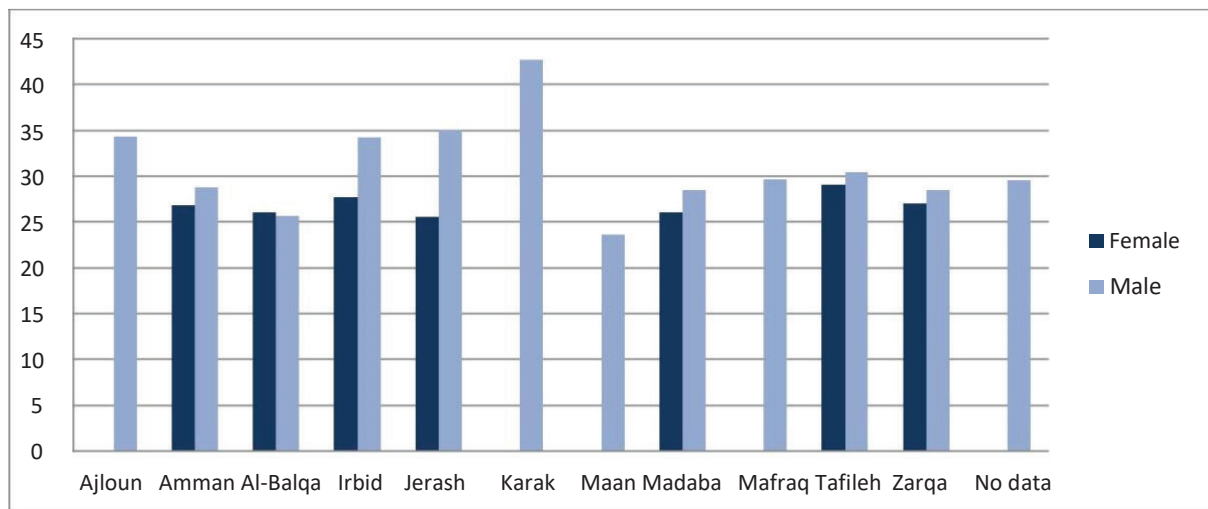
The figure above shows that the majority of the sampled beneficiaries are between 24 and 35 years old. Accordingly, the average age of the sampled beneficiaries is 30.

Figure 16 specifies the sample according to education level: The majority of the sampled beneficiaries have a Bachelor degree (47, 41%) and secondary degree (41, 36%).
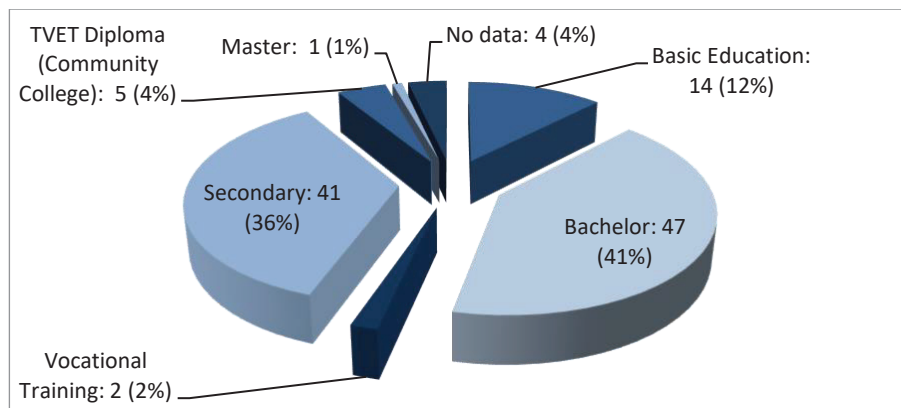
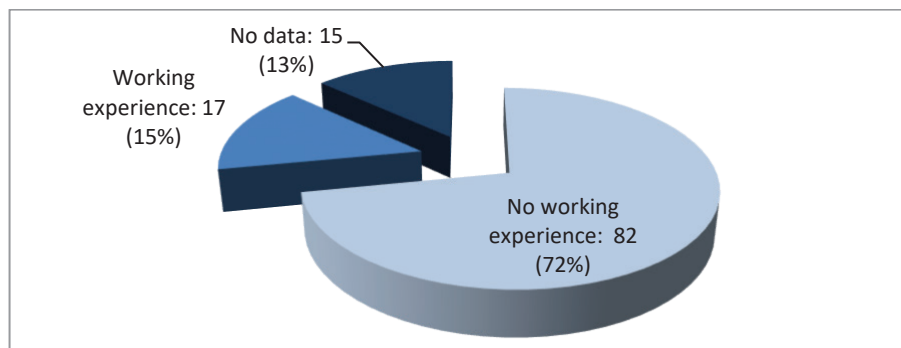*Figure 16: Number (Percentage) of Sampled Beneficiaries per Educational Background*

Figure 17 shows the previous working experience of the respondents:

Figure 17: Working Experience of Sampled Beneficiaries

The majority of the sampled beneficiaries have no working experience (82, 72%) **which indicates that the program's beneficiaries are groups of the society the face the strong challenge to enter initially into the labor market.**

As shown in Figure 18 and 19 the majority of sampled beneficiaries is able to decide autonomously about their employment situation/career and education.
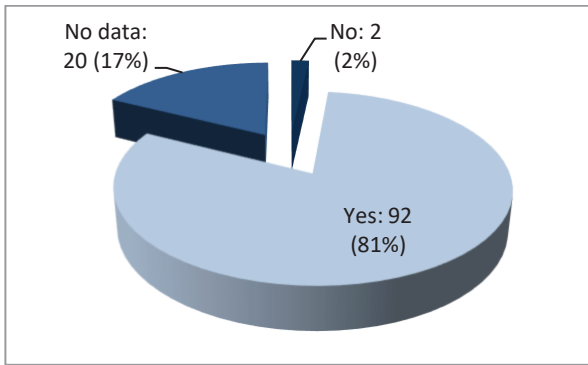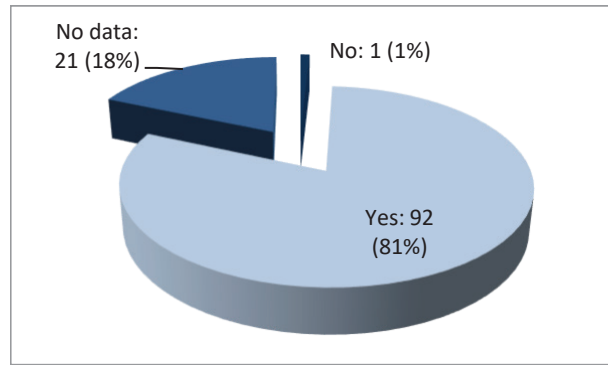
Figure 18: Decision Autonomy: Employment

No data:
20 (17%)

No: 2
(2%)

Yes: 92
(81%)

Figure 19: Decision Autonomy: Education

No data:
21 (18%)

No: 1 (1%)

Yes: 92
(81%)

This indicates high decision autonomy about career planning/employment, particularly of the female respondents which has implications for their employment situation which is analyzed in the next chapter.

The program's beneficiaries were asked to rate their current economic situation (on a five-level-scale). The results of the rating are presented in the following figure. The respondents rated their situation as rather bad: 58 (52%) of the respondents rated their economic situation as *bad* or *very bad* while only 27 of them (24%) rated their situation as *very good* or *good*.

Figure 20: Ratio Current Economic Status

Very good	Good	Average	Bad	Very bad	No data
2 (2%)	25 (22%)	24 (21%)	34 (31%)	24 (21%)	3 (%)
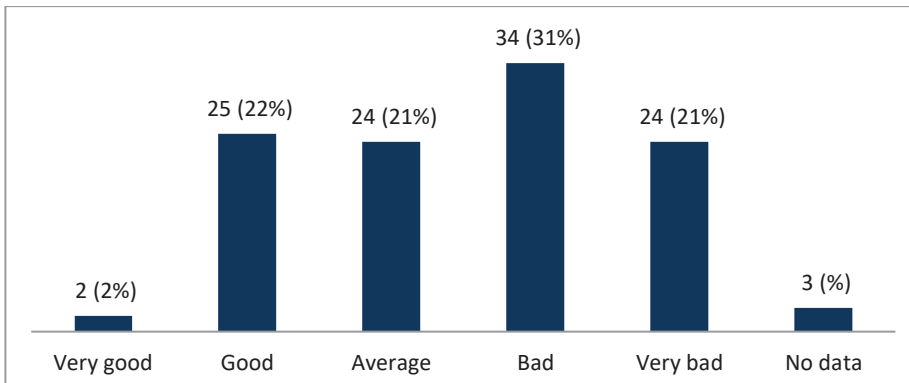
These results indicate a rather negative perception of the surveyed beneficiaries about their economic status.

### 4.2.2 Employment and Income Situation of Beneficiaries

Employment Status

The tracer survey analyzed the following criteria of the beneficiaries' employment status:

- Self-Employed
- Wage-Employed
- Self-Employed As Employer Of Other Persons
- Unemployed
- Still In Education

Figure 21 presents employment status of the surveyed beneficiaries **by gender**:

Figure 21: Employment Status of Traced Beneficiaries by Gender
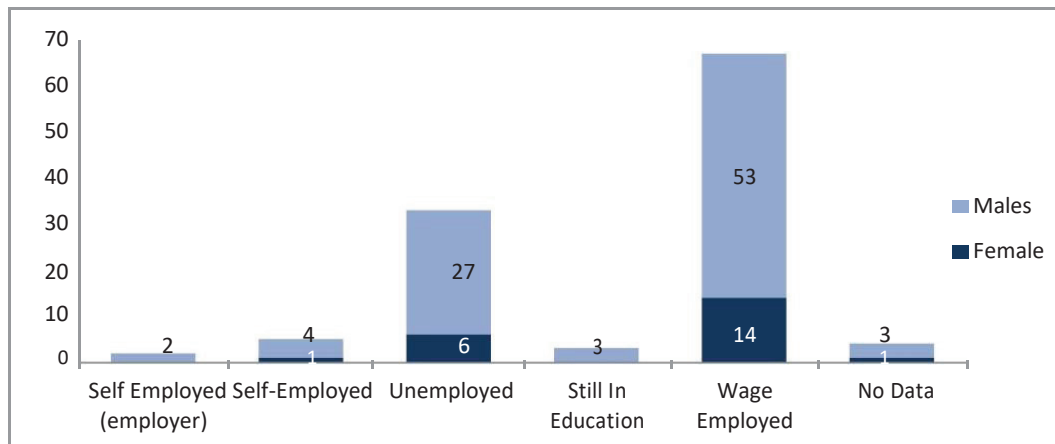
The figure above illustrates that the majority of the traced beneficiaries (67, 62.6%) are wage employed while 33 (30.2%) beneficiaries are unemployed.

The employment status was analyzed in more detail by a correlation analysis in order to identify a significant difference between male and female beneficiaries. Based on the descriptive analysis shown in the following table, **71.4% female beneficiaries are employed**[3] while only **68.7% of the male beneficiaries are employed.** This is an interesting result. However, it is not statistically significant because the Chi square value of 0.128 is not lower than α≤0.05. Also the Phi coefficient (0.034) does not indicate a significant correlation between the gender and the employment status. These results can be explained by the small size and the scattered distribution of the sample.

Table 20: Frequencies of Unemployed/Employed Beneficiaries by Gender, Chi Square, Phi Coefficient.

			Employment Status		Pearson Chi-Square, Phi coefficient	Df	Exact Significance
			Unemployed	Employed			
Gender	Male	No (%)	27 (31.4%)	59 (68.7%)	0.128	1	0.807
	Female	No (%)	6 (28.6%)	15 (71.4%)			
	Total	No (%)	33 (30.2%)	74 (69.2%)	0.34		

The employment status of the surveyed beneficiaries **by sector** is specified in Table 21. No

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[3] The variables Wage Employment, Self-Employment and Self-Employment As Employer were grouped together

further statistical analysis was carried out because the number of beneficiaries trained in the Beauty, Hospitality/Restaurants and ICT sectors are too low.

Table 21: Employment status by sectors

Sector	Self-employed (employer)	Self-employed	Un-employed	Still in education	Wage employed	No data	Employ-ment quota	Total
Beauty	0	0	0	0	3	1	100%	4
Hospitality/ restaurant	0	0	3	0	1	0	25%	4
Gas stations/fuel	1	4	23	3	36	2	64.1%	69
Health	1	1	7	0	22	1	77.4%	32
ICT	0	0	0	0	5	0	100%	5
Total	**2**	**5**	**33**	**3**	**67**	**4**	**69.2%**	**114**

Table 22 presents the employment status of the surveyed beneficiaries by **governorates**

Table 22: Employment status of traced beneficiaries by governorates

Governorate	Self-employed (employer)	Self-employed	Un-employed	Still in education	Wage employed	No data	Employ-ment quota	Total
Ajloun	0	0	3	0	0	0	0%	3
Amman	1	2	12	1	17	1	62.5%	34
Al-Balqa	0	0	2	0	4	0	66.7%	6
Irbid	0	0	2	0	11	0	84.7%	13
Jerash	0	0	3	0	6	0	66.7%	9
Karak	0	0	0	0	3	0	100%	3
Maan	0	0	0	0	4	1	100%	5
Madaba	0	1	2	0	1	0	50%	4
Mafraq	0	1	5	0	6	0	71.4%	12
Tafileh	1	1	3	1	6	0	72.3%	12
Zarqa	0	0	1	1	9	0	90%	11
No data	0	0	0	0	0	2		2
Total	**2**	**5**	**33**	**3**	**67**	**4**	**69.2%**	**114**

The comparison of employment quotas according to governorate does not show a clear picture because of the small sample size. Therefore, no further statistical analysis was carried out.

Table 23 shows the employment status specified by the **educational background** of the traced beneficiaries.

Table 23: Employment Status of Traced Beneficiaries by Educational Background

Educational background	Self-employed (employer)	Self-employed	Un-employed	Still in education	Wage employed	No data	Employ-ment quota	Total
Primary education	0	0	5	0	9	0	64.3%	14
Secondary education	1	3	10	0	26	1	73.2%	41
Vocational training	0	0	1	1	0	0	0%	2
TVET diploma (community college)	0	0	2	0	3	0	60%	5
Bachelor	1	2	14	2	28	0	66%	47
Master	0	0	0	0	1	0	100%	1
No data	0	0	1	0	0	3		4
Total	**2**	**5**	**33**	**3**	**67**	**4**	**69.2%**	**114**

As stated in the table the employment quotas range between 60% for beneficiaries with TVET diplomas (community college) and 73.2% referring to beneficiaries with secondary education only. However, the explanatory power of these results is limited because of the small sample size and the very limited number of traced beneficiaries by the different educational levels. Therefore, no further statistical analysis was carried out.

The Expansion of Training and Employment Program supported **on-the job training programs for a period of one year**. The traced beneficiaries were asked, whether they participated the whole year in the training program or they dropped out before.

Figure 22: Period of Training of Traced Beneficiaries
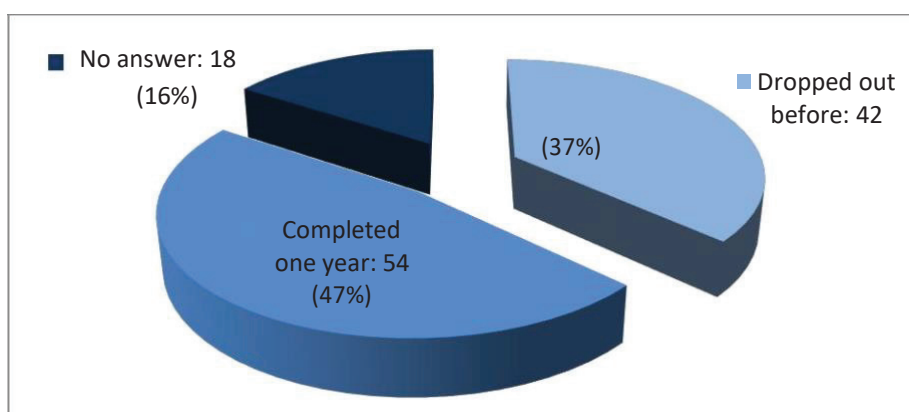
In contrast to the figures listed in Table 5, Chapter 1.2, only half of the traced beneficiaries completed the one-year training period. The following table shows analysis as to whether or not the completion of the whole training period can be regarded as a causing factor on the employment situation of the traced beneficiaries.

Table 24: Frequencies of Employed and Unemployed Beneficiaries By Training Period, Chi Square, Phi Coefficient and Significance Test

		Duration of Training Period		Pearson Chi-Square and Phi Coefficient	Df	Exact Sig. (2-Tailed)
		<1 year	1 year			
Employment	No. (%) Unemployed	18(36%)	15(28.3%)	0.686	1	0.417
Status	No. (%) Employed	32(64%)	38(71.7%)			
Total		50	53			

According to the descriptive analysis, the employment quota of the beneficiaries who did not finish the training is slightly below the average of 69.2% and, respectively, the employment quota of the beneficiaries who finished the training is slightly above average. However, these are minor differences and the correlation between employment status and completion of training is not significant (referring to the significance level of α≤0.05).

Beneficiaries who dropped out of the training were asked to give their reasons for dropping out to better understand why they did so.

Table 25: Reasons for Dropping Out of the Training

Governorate	Number of answers
Education	5
Different Work	5
Low Salary	3
Technical Problems at Work	2
Long Working Hours	2
Problems with Trainers (Beauty)	2
Travel	1
Decision Taken by Employer (Hospital)	1
Total	**21**

Looking at the it from a total perspective, it can be assumed that the overall employment quota of 69.2% referring to all traced beneficiaries' is a positive result because the overall employment quota in Jordan is 31.9% (considering the economically inactive persons in the country, DoS 2015) – even taking in account the fact that the sample is negatively biased because the Gas Stations/Fuel sector is overrepresented (see above).

The comparison of employment quotas by sectors shows a similar picture as the analysis results of the 700 beneficiaries illustrated in chapter 4.1.2; there is a high employment quota referring to the health sector (77.4%) and a lower employment quota for the Gas Stations/Fuel sector.

However, it has to be stated again, that the sample is not representative; it merely indicates a tendency.

Income

The average income of the 114 traced beneficiaries is 320 JOD (both median and mean). There is only a minor difference between highest and lowest income.

The following table and diagram illustrates the distribution of income in the sample:

Table 26: Number of Beneficiaries by Income Categories

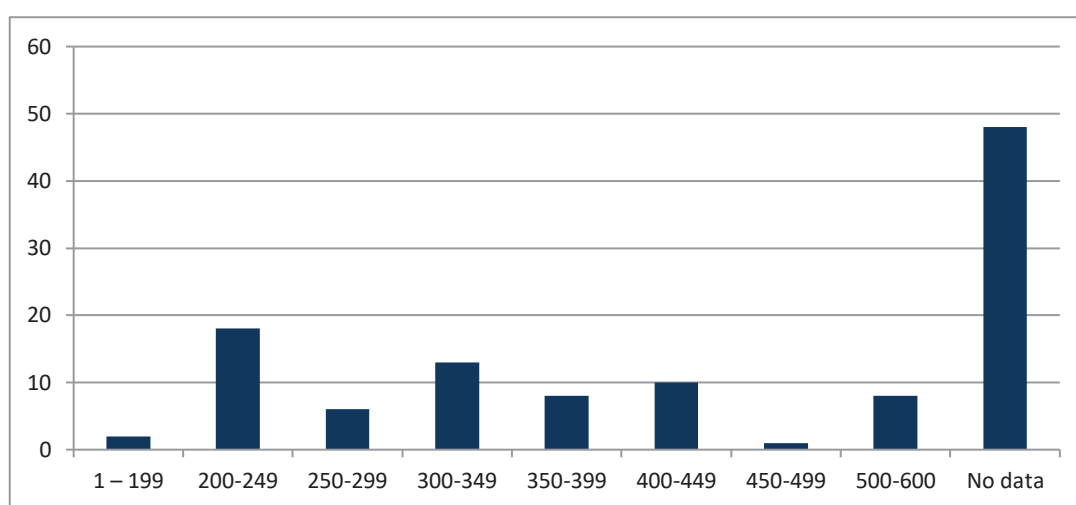| Income in JOD	No of persons
1 – 199	2
200-249	18
250-299	6
300-349	13
350-399	8
400-449	10
450-499	1
500-600	8
No data	48
Total	**114**

Figure 23: Number of Beneficiaries by Income Categories

Table 27: Average Income of Beneficiaries by Governorates

Governorate	No. of Beneficiaries Employed	Average Income
Ajloun	0	0
Amman	15	361
Al-Balqa	2	400
Irbid	12	339
Jerash	6	341
Karak	3	294
Maan	4	210
Madaba	2	330
Mafraq	7	256
Tafileh	8	308
Zarqa	6	332
Total	**65**	**320**

Table 27 (above) lists the income of the traced beneficiaries by governorate, while Figure 23 shows the average income of the traced beneficiaries specified by gender:

Figure 24: Average Income by Gender
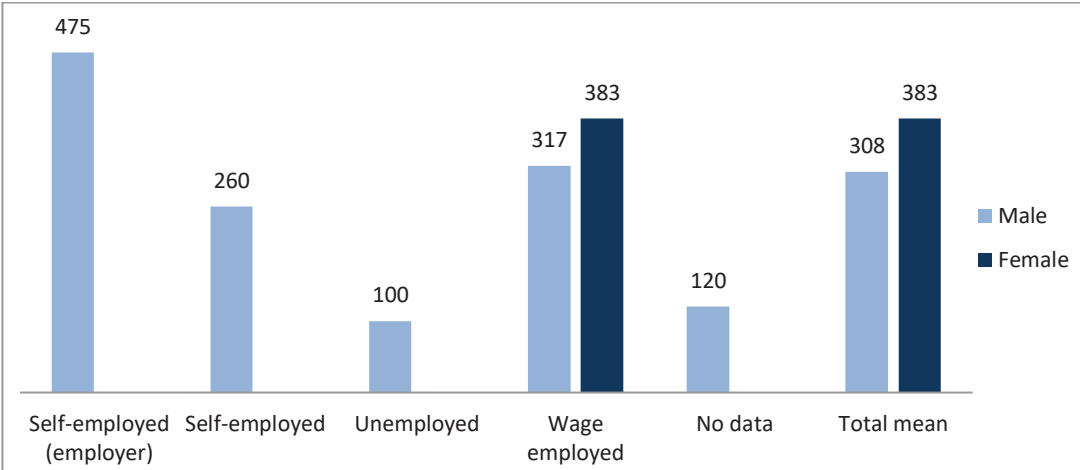
Interestingly, the average income of female beneficiaries is considerably higher than the income of the employed males. However, it needs to be mentioned that, in limiting to the results, the sample size is small. Therefore, a T-test was carried out to analyze the significance of these results. The T-test value of 0.640 and the significance of 0.525 are not significant (at a significance level of α≤0.05) and the mean difference (29.510) is negligible, which means that the higher income of females cannot be considered as representative.

Comparing the income of the traced beneficiaries with the national average income in Jordan (493 JD median income in 2016; 507 JOD for male, 458 JOD for female, DoS 2017), their income is below the Jordanian average income. However, the income for the traced female beneficiaries is only slightly below-average, which is a positive result.

Considering the fact that over 35% of all Jordanian workers, but over half of the youth (15–24 years), earned between the minimum wage of 220 and 300 JOD per month (2015), the tracer study results regarding the income are positive.

In limiting to these positive results, it has to be mentioned again that the sample of the tracer survey is very low in size and not representative. Moreover, the median income of the 700 beneficiaries analyzed in chapter 4.1.2 is only 275 - considerably below the average income in Jordan - and reflects the average situation in the country.

4.2.3 Satisfaction of Beneficiaries

Relevance of training

The traced beneficiaries were asked to rate the relevance of training as it refers to:

- the development of their competencies
- the usefulness to find employment
- what extent the training is related to their current employment

The following table shows the beneficiaries' ratings of the training relevance regarding the development of their competences. The ratings show a positive picture:
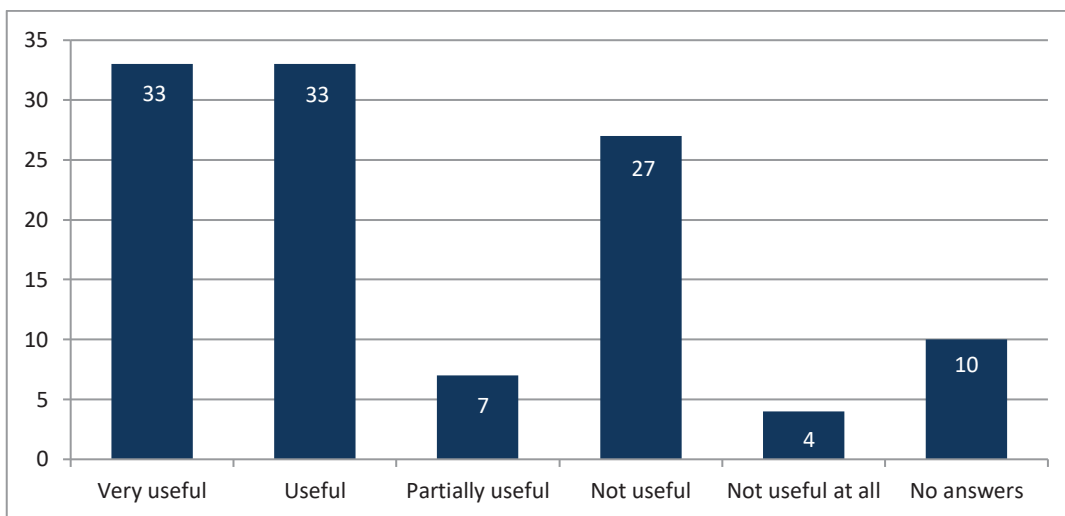
Figure 25: Usefulness of Training to Find Employment
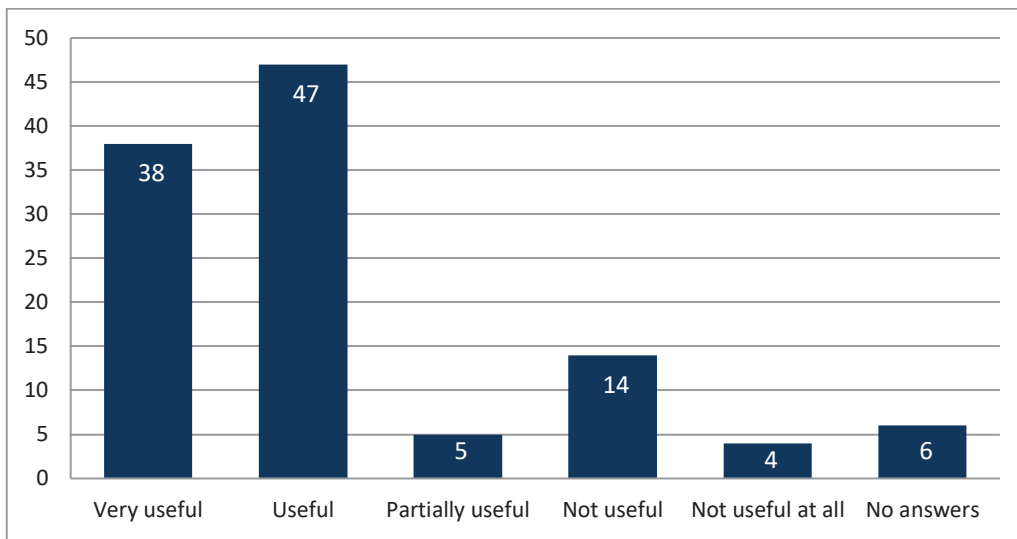
The vast majority of beneficiaries rated the training as *very useful* or *useful* regarding the development of their competences.

The beneficiaries' ratings referring to the usefulness of the training to find employment show a more heterogeneous picture:

Figure 26: Usefulness of Training to Find Employment

Only approx. half of the beneficiaries rated the training as *Very Useful* or *Useful* in finding employment. To show a more detailed picture about the beneficiaries' ratings, they are specified by sectors:

Table 28: Usefulness of Training to Find Employment Specified by Sectors

	Very Useful	Useful	Partially Useful	Not Useful	Not Useful At All	No Answer
Beauty		1		1		
Hospitality/Restaurants	4					
Gas Stations/Fuel	10	21	5	21	4	5
Health	14	10	2	4		1
ICT	4	1				
No Answer	1					4
Total	**33**	**33**	**7**	**27**	**4**	**10**

It is shown in Table 28 (above) almost all respondents in the health sector (nurses, pharmaceutical and medical laboratory technicians) rated the training as *Useful* and very useful in order to find employment. **This corresponds with the high employment rates of the analyzed beneficiaries trained in the health sector** (see Table 21, referring to the traced beneficiaries with an employment rate of 77.4%, as well as Table 13 and Diagrams 10 and 11 referring to the employment rates of the 700 beneficiaries, analyzed in Chapter 4.1.2). **Likewise, the less positive ratings referring to the Gas Stations/Fuel sector correspond with the lower employment rates of the analyzed beneficiaries** (see Table 21, referring to the traced beneficiaries with an employment rate of 64.1% as well as Table 13 and Diagrams 10 and 11 referring to the employment rates of the 700 beneficiaries, analyzed in Chapter 4.1.2).

These results are in line with the beneficiaries' ratings as to the extent the training is related to their current employment:

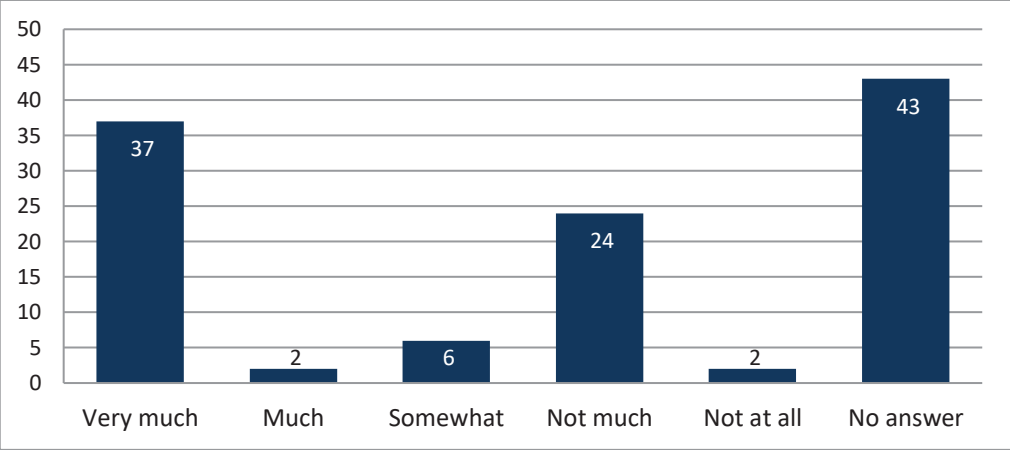*Figure 27: Training Related to Current Employment*

Table 29: Training related to current employment specified by sectors

Sector	Very Much	Much	Partially	Not Much	Not At All	No Answer	Total
Beauty	1			1			2
Hospitality/Restaurants	1					3	4
Gas Stations/Fuel	11	2	3	19	2	29	68
Health	19		1	4		8	32
ICT	3		2				5
No answer	1					2	3
Total	**37**	**2**	**6**	**24**	**2**	**43**	**114**

Corresponding with the ratings shown in Table 28 **almost all beneficiaries trained in the Health sector** (Nurses, Pharmaceutical and Medical Laboratory Technicians) **stated that the training was very much related to their current working situation, and th**is in line with the relatively high employment quotas of this sector (see Table 21 in Chapter 4.2.2 and Table 13 in Chapter 4.1.2). Alternatively, the majority of **respondents trained in the Gas Stations/Fuel sector stated that the training was hardly related to their current working situation**.

Finally, the traced beneficiaries were asked to rate their **satisfaction with the training in an overall perspective**. The ratings indicate a medium satisfaction with the training programs:

Figure 28: Overall Satisfaction with Training Programs
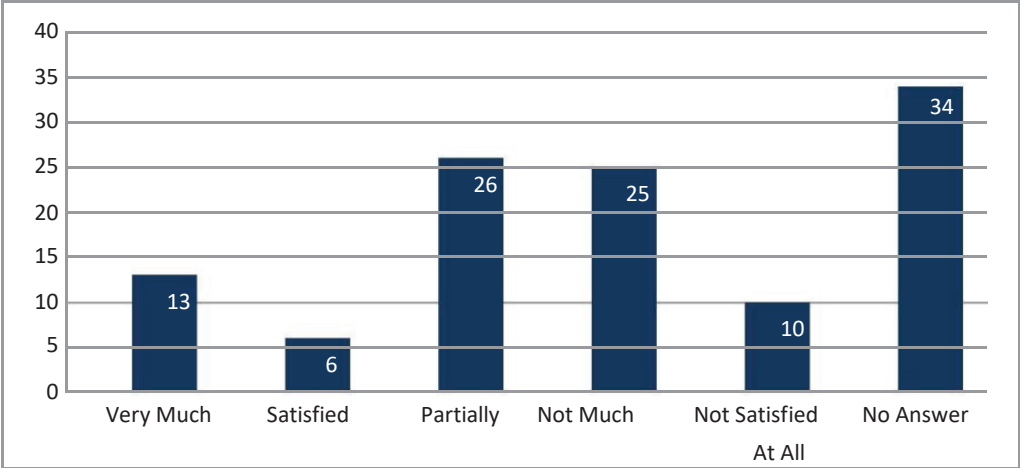
Table 30: Overall satisfaction specified by sectors

Sector	Very Much Satisfied 1	Much Satisfied 2	Partially Satisfied 3	Not Very Satisfied 4	Not Satisfied At All 5	No Answer	Total	Median Of Ratings[4]
Beauty			1	1			2	
Hospitality/Restaurants	1					3	4	
Gas Stations/Fuel	4	2	13	18	4	27	68	4
Health	4	3	11	6	6	2	32	3
ICT	3	1	1				5	
No Answer	1					2	3	
Total	**13**	**6**	**26**	**25**	**10**	**34**	**114**	

Specified by sectors, the table above shows that the **beneficiaries' overall satisfaction corresponds with the evaluated employment quote and its results or other ratings**:

- The majority of respondents trained in the **ICT sector** are **very satisfied or satisfied** with the training supported by the program. However, only five beneficiaries that trained in ICT were traced. Therefore, the result cannot be considered as representative.
- The majority of beneficiaries that trained in the **Health sector** are **Partially Satisfied** or Not Very Satisfied with the training supported by the program. The median of ratings is 3 (1 = Very Satisfied, 5 = Not Satisfied At All).
- Regarding the sector gas stations/fuel the majority of respondents is not much satisfied or partially satisfied. The median of ratings in 4 (1 very satisfied, 5 not satisfied at all).

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[4] Because of the small number of respondents the median could be calculated only for the Gas Station/Fuel and Health sectors.

4.3 Enterprise Survey

As illustrated in Chapter 1.2.2, the program targeted seven sectors/occupational areas. Besides the support of its beneficiaries' (who were analyzed in the previous chapters) the program supported its partner enterprises with different subsidies depending on the contract signed between MoL and the company (see table 2, chapter 1.2.2).

In order to show and triangulate the perspectives of different stakeholders and to crosscheck the results of the tracer study and the analysis of the 700 beneficiaries, the enterprise survey was carried out within this impact evaluation survey.

4.3.1 Description of Sample

A sample of 46 enterprises was questioned by telephone interviews. Because the contact data of the enterprises that participated in the program were difficult to acquire random sampling did not define the enterprise survey through the sample; it was generated based on the availability of contact data and responses. Therefore, the representativeness of the sample is considered rather limited.

At its planning phase, the program did not specify any targeted geographical areas in Jordan to be covered and served. It was open for enterprises interested and willing to participate.
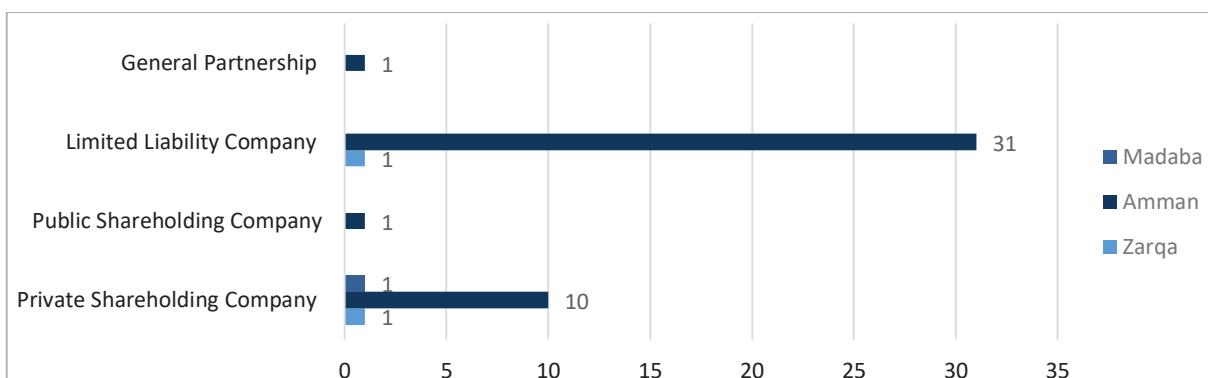
Of the 46 sampled enterprises, 43 are located in Amman (94%). Only two enterprises were sampled in Zarqa (4%), and one in Madaba (2%).

*Figure 29: Geographical Distribution of Sampled Enterprises*
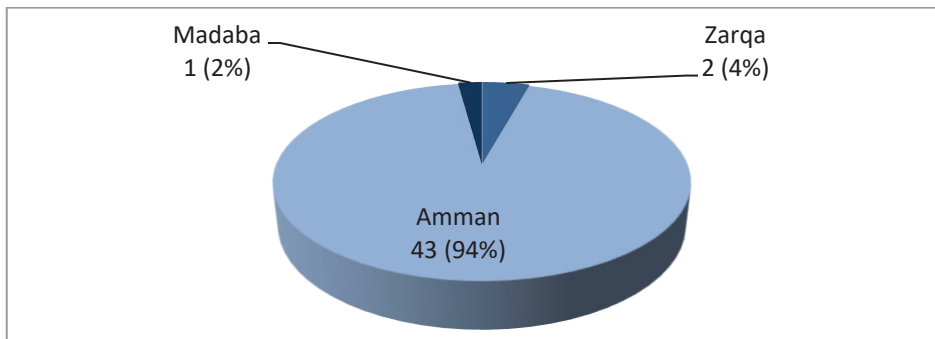
Regarding ownership, the vast majority of sampled enterprises are *Limited Liability Companies* (LLCs) (32, 70%).

Figure 30: Distribution of Surveyed Enterprises by Type of Ownership

The economy in Jordan is dominated by small and medium sized enterprises (SMEs). Corresponding with this situation the majority of sampled enterprises is rather small in terms of the number of employees.

Figure 31: Distribution of Surveyed Enterprises by Size (Number of Employees)
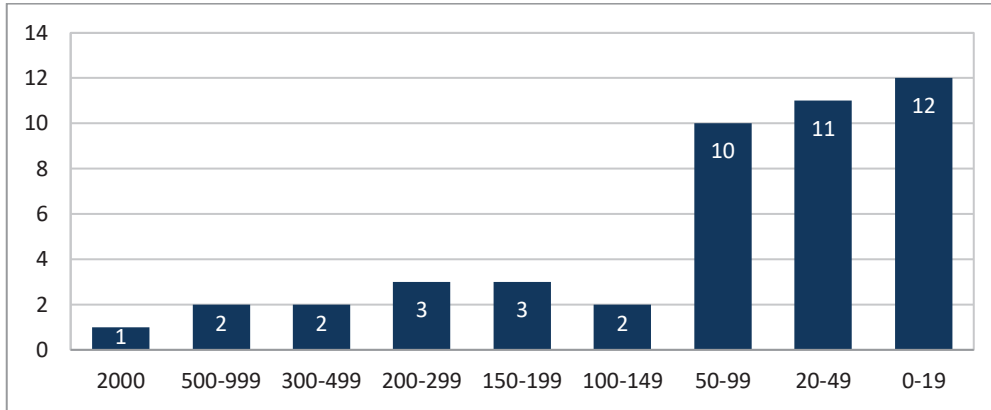
The following diagram shows the distribution of the sampled enterprises by different sectors in which they operate:

Figure 32: Distribution of Surveyed Enterprises by Sectors (According to ISIC 4 Classifications)
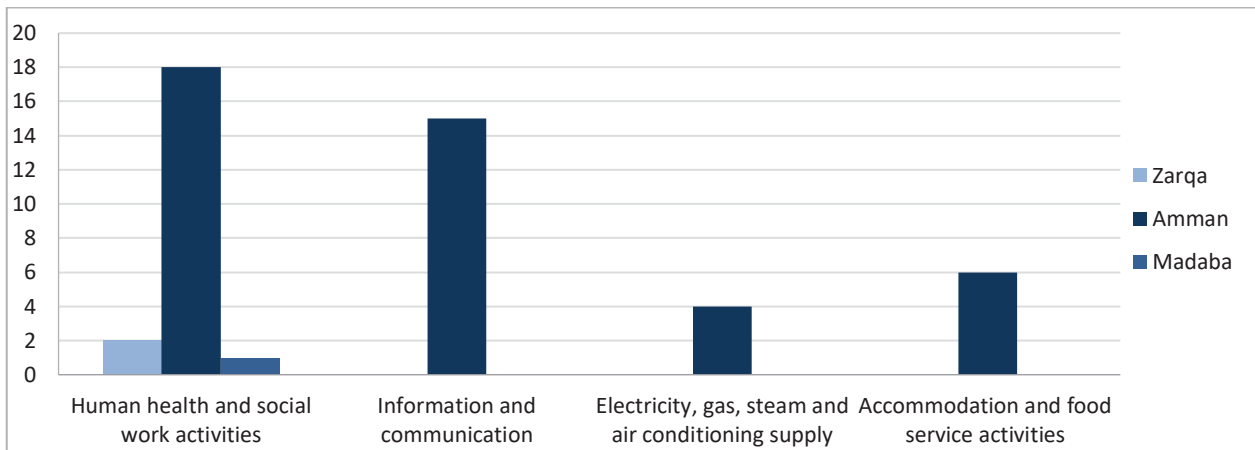
The diagram shows that the majority of the surveyed companies operate in the Health (21, 45.7%) and ICT (15, 32.6%) sectors.

Diagram 32 presents what markets the sampled enterprises target: The majority of the surveyed companies are focused on domestic markets (33, 71.7%), and only a few target both domestic and international markets (12, 26.1%).

Figure 33: Distribution of Surveyed Enterprises Markets
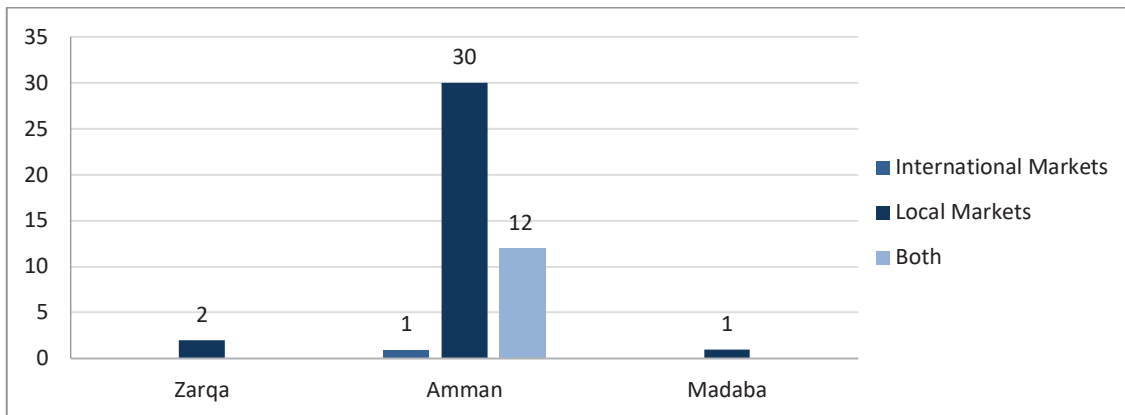
The reasons why the surveyed enterprises applied at the program are shown in the following diagram:

*Figure 33: Reasons for Surveyed Enterprises to Participate in the Program*
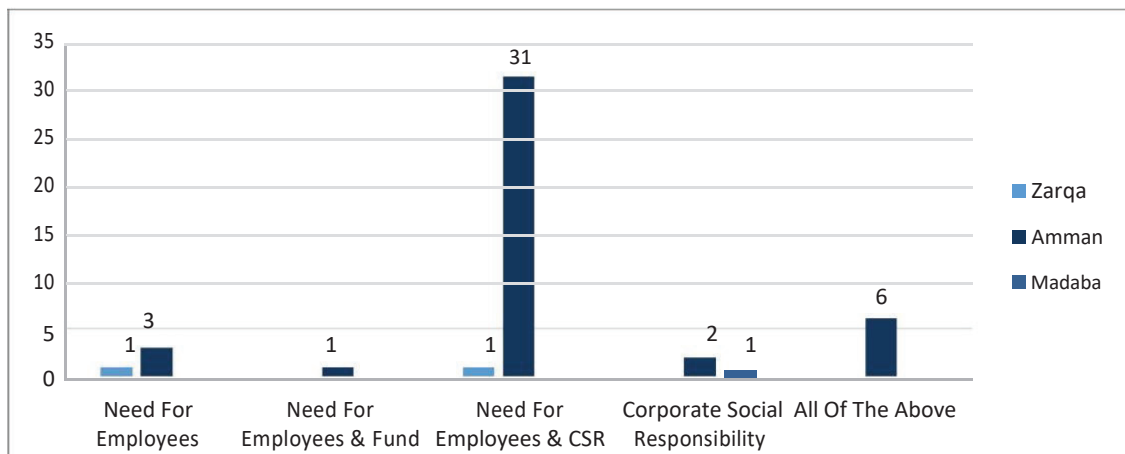
The diagram shows that the main reason for applying for support in most cases is both the *Need for Employees* and *Corporate Social Responsibility* (CSR). The need for employees is a good indication that the participating enterprises are willing to retain the beneficiaries trained. The retention of trained beneficiaries of the program will be illustrated in the next chapter.

4.3.3 Trained and Retained Beneficiaries of the Program

In order to gain a better understanding of how the surveyed enterprises used the program's support to satisfy their needs for employees and to create new jobs, they were asked how many persons they had trained and in which supported sectors they were trained in.

The following diagram shows how many of the surveyed enterprises trained the program's beneficiaries in the supported sectors/occupational areas:

Figure 34: Number of Surveyed Enterprises by Sectors/Occupational Areas Supported by the Program
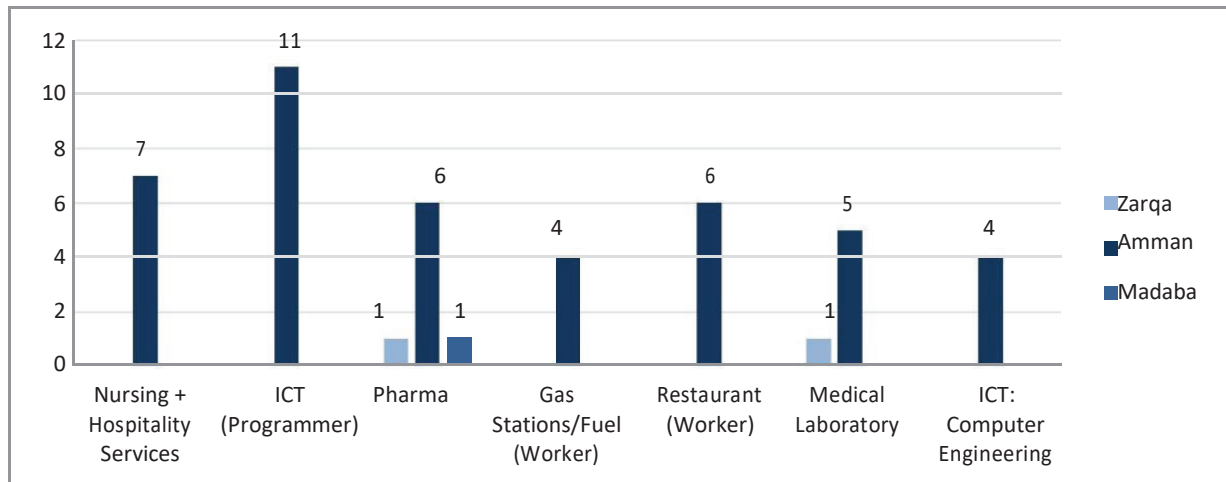
The majority of the 46 enterprises surveyed trained beneficiaries in ICT (15: 11 Programming, 4 Computer Engineering), followed by Pharmaceutical Technicians (8) and Nursing (7).

Diagram 35 (below) presents how many beneficiaries were trained with the support of the program and how many of them were retained by the surveyed enterprises after the end of the training:

Figure 35: Number of Persons Trained by Sectors/Occupational Areas Supported by the Program
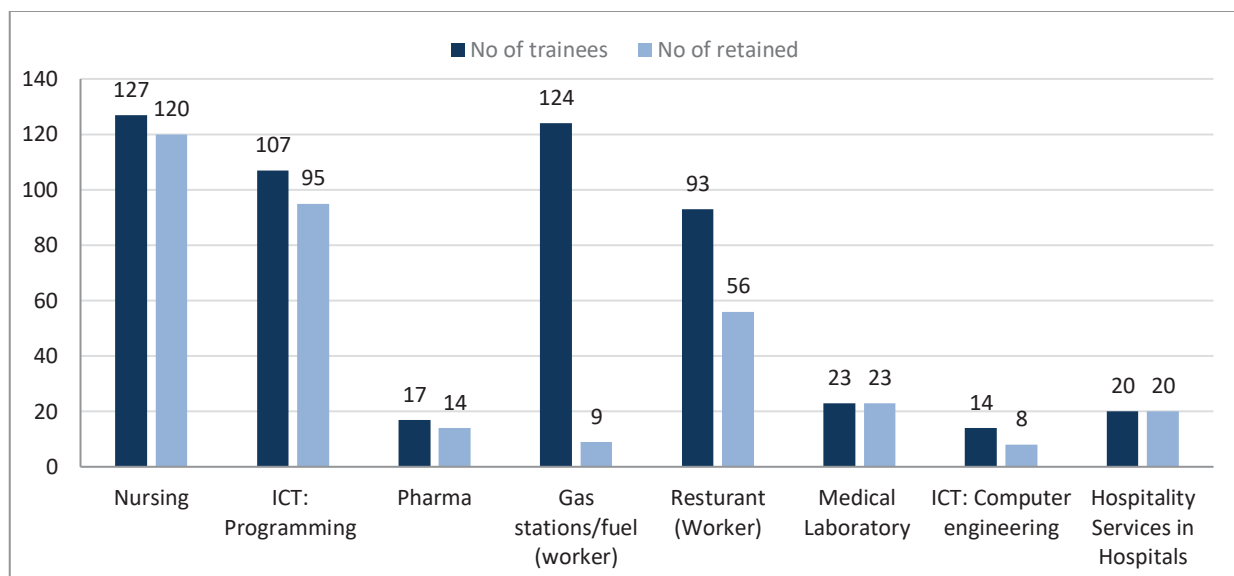
It is shown in the diagram that the retention rates highly differ according to different sectors/occupational areas: The number of persons trained in the field of Hospitality Services and as Medical Laboratory Technicians are not that high; however, all of them were retained. As far as Nursing is concerned, the occupational field in which most persons were trained (127) by the surveyed enterprises, the majority of trainees were retained (120). On the other hand, only nine of the 124 persons trained in the Gas Stations/Fuel sector were retained. This disparity is illustrated in the following diagram:

Figure 36: Retention Rates by Sectors/Occupational Areas Supported by the Program
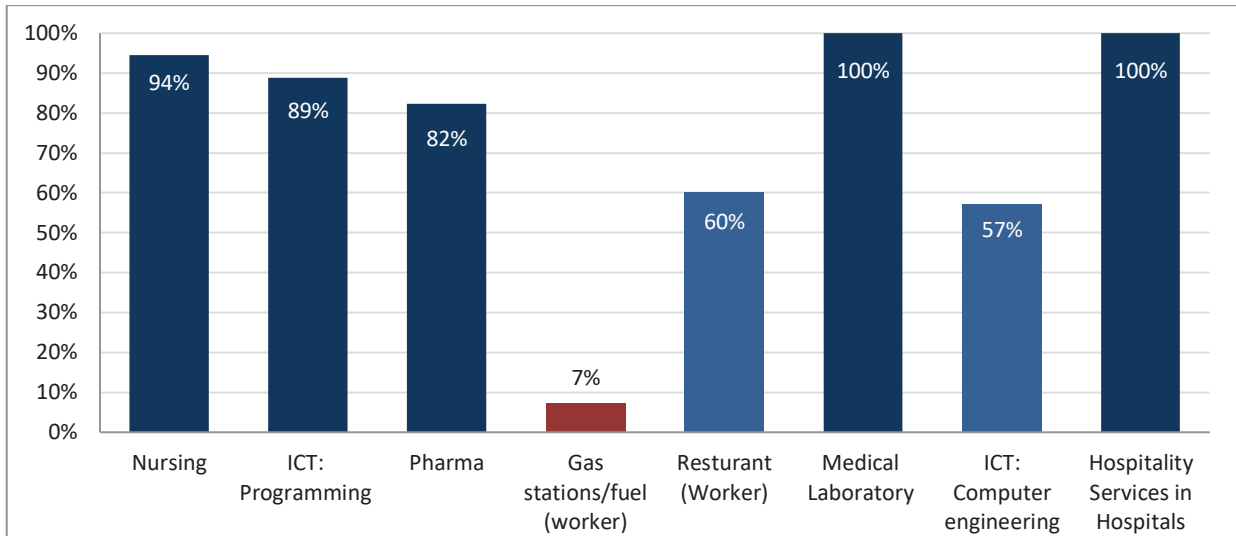
These results correspond with the findings of the tracer study (see chapter 4.2) and the analysis of the 700 beneficiaries, shown in chapter 4.1 in that there are higher employment rates in the hospital/nursing, medical laboratory technicians, ICT and pharmaceutical technician sectors/occupational areas and low employment rates in the Gas Stations/Fuel sector. These results correspond with the retention rates identified in the enterprise survey.

The following figure presents the reasons behind why the enterprises retained these trained persons:

Figure 37: Reasons Why Enterprises Retained Beneficiaries After Their Training
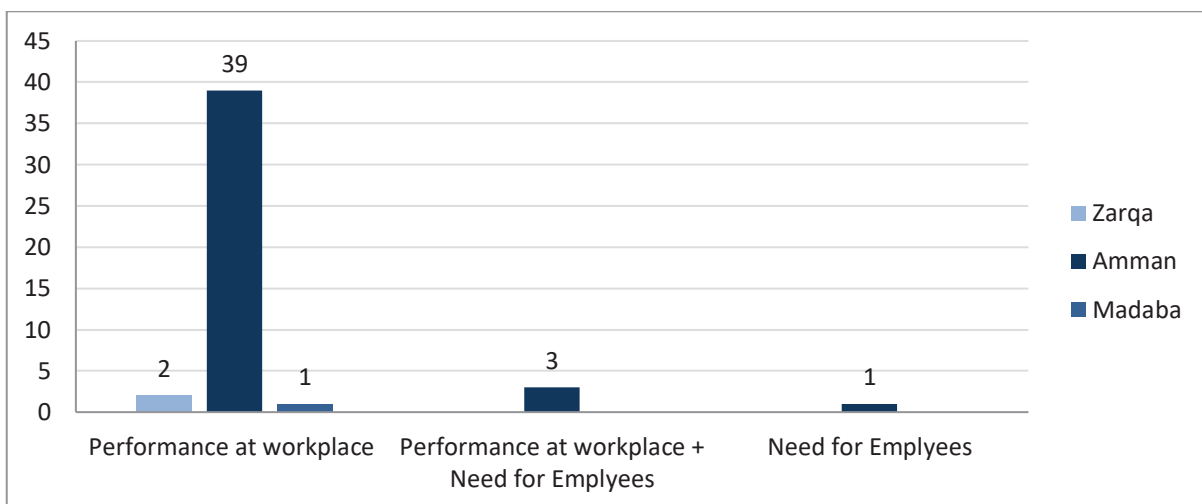

Out of the 46 enterprises, 42 (91.3%) of the respondents said that they mainly retained trained persons based on their performance. This result indicates that the program supported the participating enterprises in acquiring new employees based on performance-based selection.

4.3.4 Satisfaction and Recommendations of Enterprises

To gather more information about the **relevance of the program for the participating enterprises** they were asked about their satisfaction.

The enterprises rated the criteria shown in the following diagram on a 5-level-Liekert-scale (5: *Very Satisfied*, 4: *Satisfied*, 3: *Neutral*, 2: *Not Satisfied*, 1: *Not Satisfied at All*):

Figure 38: Satisfaction of surveyed enterprises
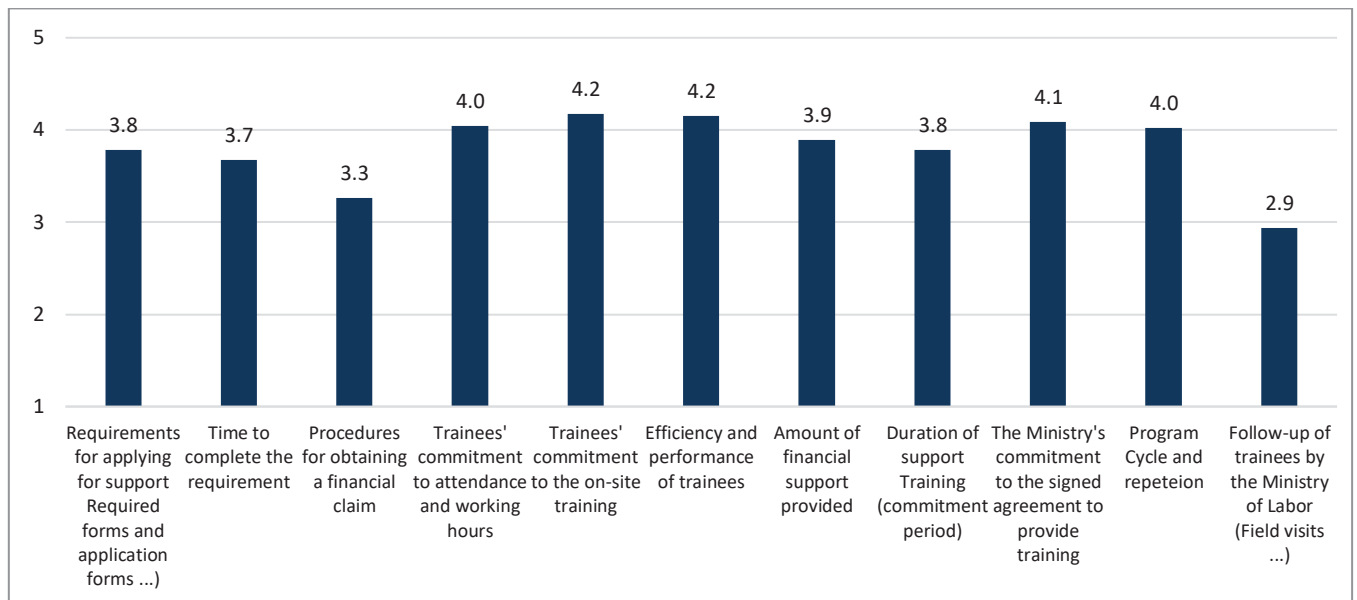
The enterprises' highest satisfaction was rated on the following criteria:

- Commitment of trainees in the on-the-job training
- Efficiency and performance of trainees
- MoL's commitment to the signed agreements to provide the training
- Commitment of trainees to attendance and working hours
- Program cycle and repetition

The ratings of the enterprises shine a **positive** light on the **performance and commitment of the beneficiaries** while few criteria were rated with only a medium satisfaction, in particular:

- Follow-up of trainees by the MoL
- Procedures for obtaining a financial claim

These criteria for which a **medium satisfaction** was rated refer to the **Project Management and M&E/Follow Up of MoL**.

The recommendations of the surveyed enterprises correspond with these ratings. The enterprises were asked to formulate a recommendation to the MoL. Their answers were categorized. The frequencies of their categorized answers are shown in the following diagram:

Figure 38: Recommendations for Future Program Development
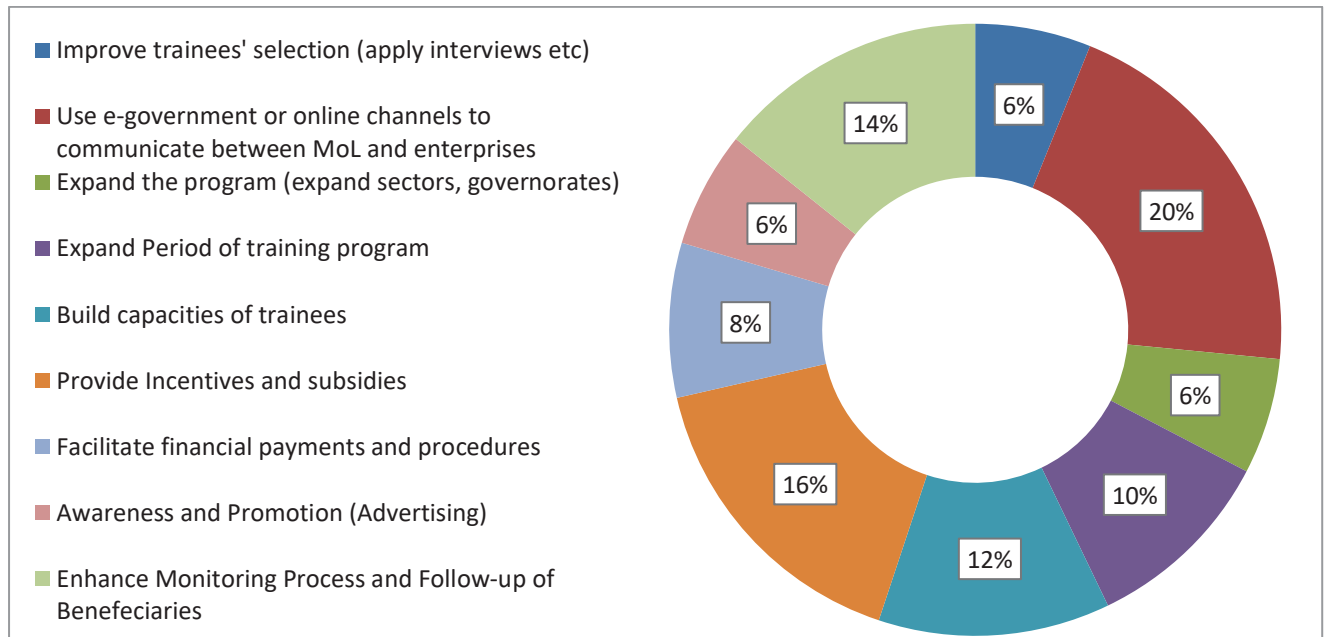
The recommendations with the highest frequencies mainly refer to project management, particularly communication and monitoring, as well as incentives for the participants of the program:

- Use E-Government or Online Channels to Communicate with the Enterprises
- Provide Incentives and Subsidies,
- Enhance the Monitoring/Follow Up of Beneficiaries.

4.4   Summary of Finings

Referring to the evaluation criteria and related guiding questions summarized in Table 9, Chapter 3.2, the following findings of the impact evaluation survey can be highlighted.

4.4.1 Effectiveness

The effectiveness measures to what extend the program have achieved its defined objectives.

Three main objectives of the Expansion of Training and Employment Program were defined:

- Sign agreements with representatives of enterprises in the private sector in specific sectors to train job seekers on the job in return for providing financial support to those enrolled in the training program and provide financial and in-kind support to employers in accordance with the agreements signed during the project period.
- Enroll 8,210 job seekers over the period of 5 years in on-the-job training in the targeted sectors in order to provide them with workplace relevant competences and working experience to enable them to enter the labor market.
- Subsidize the retention of the 8,210 persons who participated in the training programs mentioned under objective 2 in the companies in which they were trained or in other companies with which agreements were signed.

Referring to **Objective 1,** it has to be summarized that agreements with representatives of enterprises have been signed in order to subsidize the training and retention of the program's beneficiaries. Therefore, this objective may be regarded as fully achieved. However, exact target values and timelines have not been formulated. Therefore, **it is not possible to evaluate an exact achievement ratio for Objective 1**.

Regarding **Objective 2,** it needs to be pointed out that the target value of *8,210 enrolled job seekers* within a period of 5 years was not achieved due to organizational reasons. The achieved value of 5,761 enrolled beneficiaries within a period of 5 years (see table 3, chapter 1.2.3) accounts for an **achievement ratio of 70.2%**.

Referring to the **Objective 3** it can be said that the *subsidized retention of 8,210 persons* within a period of 5 years was also not achieved due to organizational reasons. Based on the information provided by the E-TVET Fund, the retention of *4,052* persons was subsidized within the program period of five years which accounts for an **achievement ratio of 49.4%**. The difference between the achievement ratio of Objective 2 and Objective 3 was caused by beneficiaries who were dropped out during or after the training.

4.4.2 Impact

As defined in Chapter 3.3, **impacts are the achieved beneficiaries' direct long-term employment effects and the effects on the enterprises participated in the program**.

1) The employment effects are first measured by the **employment quota of 700 beneficiaries** analyzed in Chapter 4.1, the **beneficiaries surveyed in the tracer study** (see Chapter 4.2) as well as the **retention rates of the enterprises** surveyed by the enterprise survey (see Chapter 4.3).

All three analyses have limitations because all samples are not representative, they merely indicate tendencies. However, to increase their explanatory power, the results of the three analyses were triangulated.

Table 31: Employment Quotas of the Program's Beneficiaries Specified by Sector

Sector/Occupational Area		Analysis of 700 Beneficiaries: Quota Formally Employed (See Chapter 4.1.2)		Tracer Study: Quota Employed (See Chapter 4.2.2)		Enterprise Survey: Retention Rate
		In general	In the same sector	Male	Female	
Total:		**53.6%**	**35.6%**	**68.7%**	**71.4%**	
ICT	Programmer	75.8%	66.7%	100%		89%
	Computer Engineering					57%
Health	Nurses	77.2%	72.1%	77.4%		94%
	Medical Laboratory Technician	68,4%	57.9%			100%
	Hospitality Services In Hospitals	-	-			100%
	Pharmaceutical Technician	46.4%	31.9%			
Gas Stations/Fuel		41.7%	14.7%	64.1%		7%
Hospitality/ Restaurants		-	-	25%		60%
Beauty		17.2%	3.4%	100%		-

700 beneficiaries analyzed: A total quota of **53.6% formally employed** beneficiaries accounting for 375 of 700 sampled persons was calculated. 42.7% of the beneficiaries were employed directly after the training but stopped to be formally employed. Only 3.7% of all sampled beneficiaries were never formally employed after the training. The employment quotas vary considerably by occupational area: **There are high employment quotas for ICT, Nursing and Medical Laboratory Technicians**. **This is an indication of considerable employment effects of the program in these sectors.**

There are low employment quotas for the Gas Stations/Fuel and Beauty sectors indicating low employment effects of the program. These findings can be explained by the **unattractive working conditions at gas stations** which result in the programs' beneficiaries possibly looking for employment in other occupational fields or choosing to remain unemployed. For the Beauty sector, the negative employment effects can be interpreted by the fact that employment in this sector mainly exist as self-employment in the informal sector in Jordan.

The data on the 700 beneficiaries provided by SSI referring were not specified by gender. Therefore, no employment effects referring to female beneficiaries could be evaluated. Furthermore, it was not possible to calculate an unemployment rate.

Overall, it is assumed that the total employment quota of 53.2% is a slightly positive result because the overall employment quota in Jordan is 31.9% (considering also the economically inactive persons in the country, DoS 2015). (Because the Gas Stations/Fuel sector is overrepresented in the sample of 700 beneficiaries, its explanatory power is limited. It is assumed that the overall employment quota of 53.6% is negatively biased by the high number of beneficiaries trained in this sector.)

Tracer Study: The comparison of employment quotas by sectors shows a similar picture to that of the analysis results of the 700 beneficiaries: **There is a high employment quota referring to the Health sector (77.4%) and a lower employment quota for the Gas Stations/Fuel sector (64.1%)** (The results of the other sectors cannot be used for this analysis because the number of beneficiaries is far too small). On the other hand, the **unemployment quota** is higher for the Gas Stations/Fuel sector and lower for the Health sector. A total unemployed rate of 30.8% was calculated referring to the whole sample.

Specified by gender, **71.4% of the traced female beneficiaries are employed** while only 68.7% of the male beneficiaries are employed. (However this result is statistically not significant.) **These quotas indicate positive employment effects on female beneficiaries of the program**.

The overall employment quota of 69.2% referring to all traced beneficiaries' is also a positive result because the overall employment quota in Jordan is 31.9% (considering the economically inactive persons in the country) – even taking into account the fact that the sample is negatively biased because the Gas Stations/Fuel sector is overrepresented.

Moreover, when compared to the short-term employment effects, this analysis of the **long-term employment effects** indicates (Outcomes, listed in Table 7, Chapter 1.2.3) that the:

- high employment rates (outcomes) in the Gas Stations/Fuel sector did not result in high employment rates in the long term (impact),
- high employment rates (outcomes) in the ICT and Health sectors continued in the long term (high employment rates at the impact level).

Several factors (such as the educational background, gender, duration of training, and governorate) on the employment situation of the beneficiaries were analyzed to gain a detailed understanding about the causes for the beneficiaries employment effects. However, due to the small and non-representative sample no significant correlations/differences could be identified.

Enterprise Survey: The number and rates of the program's beneficiaries retained by the surveyed enterprises confirmed the results of the analysis of the 700 beneficiaries and the tracer study: Very high retention rates were measured referring to the Health sector (Pharmaceutical Technicians: 82%, Nursing: 94%, Medical Laboratory Technician: 100%, Hospitality Services in Hospitals: 100%). On the other hand, a very low retention rate of 7% was evaluated referring to the Gas Stations/Fuel sector.

2) In addition to the evaluation of employment quotas, the **income** of the employed beneficiaries of the program was analyzed. The analysis of 700 beneficiaries (data provided by SSI) indicates a **median income of 275 JOD**. The average income of the beneficiaries surveyed by the tracer study is **320 JOD**. Surprisingly, according to the tracer study, the average income of the traced female beneficiaries is higher (383 JOD) than the income of the employed males (308 JOD. Comparing these results with the nationwide situation, the findings indicate an income **below the average income** of 493 JOD (median income) in 2016 (507 JOD male, 458 JOD female) in Jordan (DoS 2017). On the other hand over 35% of all Jordanian workers, but over half of the youth aged 15 - 24 earned between the minimum wage of 220 and 300 JOD per month in 2015. The income distribution of the programs' beneficiaries is in line with the average situation in the country.

Referring to the income of the employed beneficiaries, these findings indicate **medium employment effects of the program.**

4.4.3 Relevance

Relevance refers to the extent to which the program reflects the demands of the target group, the labour market, and the priorities of the sector-relevant policies.

Labour Market Relevance of the Sectors/Occupational Areas Supported by the Program

As outlined in Chapter 1.1 the labour market in Jordan is small and does not produce enough jobs to employ the young population graduating from its educational systems. Therefore, youth unemployment is particularly high and has been increasing in recent years.

There are no particular occupational areas/sectors where a high labour demand is indicated by labour market studies. The existing studies indicate a scattered demand for a limited number of persons in sectors with limited growth potential (see Sectorial Studies of NCHRD, Chapter 1.1). Some newer studies indicate a demand for technicians in various fields, such as production and quality assurance technicians, machine operators etc.[15] However, in these areas, labour demand also seems to be limited.

According to official statistics, around 319,000 legal work permits had been issued to foreign workers in 2016. It is estimated that another 800,000 migrant workers are staying in Jordan illegally. Foreigners are mostly working in agriculture, construction, production and lower segments of the service sector. Services at gas stations are an example.

The employment quotas indicate potentials for job creation in the sectors:

- Health (Nursing/Hospitality Services in Hospitals, Medical Laboratory Technicians, Pharmaceutical Technicians),
- ICT

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[15] See e.g. ILO (2017) A way forward: Export and employment generation potential of the EU-Jordan trade agreement. ILO, Regional Office for Arab States. Beirut.

However, due to the small labour market in Jordan, it is assumed that even sectors in which a potential for job creation can be assumed have a limited absorption capacity. Therefore, they need to be selected very carefully based on detailed evidence.

On the other hand, **sectors dominated by migrant workers seem to have a low potential to absorb Jordanian workers**: The employment and retention rates in the field of Gas Station/Fuel are low.

Also for the Beauty sector, the findings of this survey are not promising. Employment rates are low and potentials for income generation seem limited.

Relevance for Target Groups

Within the tracer study, the program's beneficiaries were asked to rate the relevance of the training regarding:

- Development of their competences
- Usefulness to find employment
- To what extent the training is related to their current employment

The vast majority of beneficiaries rated the training as *very useful* or *useful* for the development of their competences. On the other hand, only approximately half of the beneficiaries rated the training as *Very Useful* or *Useful* to find employment. For the most part, a lot of beneficiaries trained as workers at gas stations rated the training as *Not Useful* to find employment.

Correspondingly, almost all beneficiaries trained in the Health sector stated that the training was very much related to their current working situation which is in line with the relatively high employment quotas of this sector. On the contrary, the majority of respondents trained in the Gas Stations/Fuel sector stated that the training was not very much related to their current working situation.

The relevance of the programs' support for the participating enterprises was evaluated by asking them about their satisfaction related to several specific aspects of the program. The enterprises' highest satisfaction was rated for the criteria:

- Commitment of trainees in the on-the-job training
- Efficiency and performance of trainees
- MoL's commitment to the signed agreements to provide the training
- Commitment of trainees to attendance and working hours
- Program cycle and repetition

Building on these rating the enterprises provided recommendations that mainly refer to project management, particularly communication and monitoring, as well as incentives for the participants of the program:

- Use e-government or online channels to communicate with the enterprises
- Provide incentives and subsidies,
- Enhance the monitoring/follow up of beneficiaries.

Relevance Regarding the National Strategies

The program was introduced in 2009 as part of MoL's initiative that intended to support employment in all governorates in the country. Later, in 2012, the National Employment Strategy (NES) was launched, and this program was included in the NES as part of MoL projects. The NES was developed in alignment with Jordan Vision 2025.

Due to the fact that the program supported practical on-the-job training, employment and job creation it is completely in line with the NES and Jordan Vision 2025.

4.4.4 Efficiency

Efficiency is measured by comparing the total costs of the program with the number of trained beneficiaries.

Three types of beneficiaries can be evaluated (See Table 3, Chapter 1.2.3):

- Beneficiaries *enrolled* in training programs 2009 – 2017,
- Beneficiaries *graduated* from training programs 2009 – 2017,
- Beneficiaries *supported to be employed* directly after the training 2009 – 2017,

Comparing the total number of *enrolled* beneficiaries (5,761) with the total costs of the program (1,845,721.47 JOD) it accounts for 320.38 JD per enrolled person. Correspondingly, the costs per *graduate* of the program are 402.90 JOD and the costs per beneficiary *supported to be employed* directly after the training are 455.51 JOD.

These costs per supported person (enrolled, graduated and employed directly after training) are visibly economical.

4.4.5 Sustainability

Sustainability is concerned with measuring whether the benefits of a program are likely to continue after the funding has been withdrawn.

Therefore, enterprises were asked about their ability to continue training programs and to re-participate in future programs. The majority of enterprises responded positively about their willingness to participate in future programs which indicates a considerable commitment.

5   Recommendations

Based on the evaluations findings the following recommendations are pointed out:

Effectiveness, Efficiency and Impacts

1) No objectives were formulated on the outcome level (direct results) of the program. Therefore, it is recommended to formulate the objectives and KPIs of future programs also on the outcome level. This is a major prerequisite of results-based steering of MoL employment promotion measures.

2) Not all objectives were defined SMART. Hence, SMART objectives and indicators for results-based management of labour market programs must be defined.

3) Another prerequisite for results-based planning and steering of labour market policies and programs is the development and application of effective M&E systems. The lack of reliable data was a major constraint for the implementation of this evaluation. Even the enterprises surveyed complained about the lack of follow up by the E-TVET Fund and the MoL. Therefore, effective results-oriented M&E systems must be applied in labour market programs. This includes the increase of M&E personnel at the MoL, which is highly needed.

Relevance and Sustainability

1) As outlined in the study, along with the potential for job creation in various sectors, the absorption capacity of the Jordanian labour market is limited. Therefore, future programs should be planned based on current labour market studies.

2) Based on the identified labour market relevance of the different sectors supported by the program, it is recommend avoiding employment promotion in sectors with a low prestige, employment potential or income prospects such as the Gas Stations/Fuel, Beauty, and Hospitality sectors.

3) To overcome the skills and knowledge lost during their interruption from the labour market, include follow up and rehabilitation of selected beneficiaries especially for sectors of which high skills and technology are essential for performing like ICT.

Annex 1: Enterprise Survey Questionnaire

Date: __/__/2018 [dd/mm/yyyy]   Company No. __ __ __ __ __

Name of interviewer: _____

Enterprise Survey Questionnaire

I – General information

1. **Address:**

Enterprise name: _____	Town: _____
Street, No.: _____	Governorate: _____
Name, position of interviewee: _____	
Email: _____	Phone: _____

2. **Type of ownership (marked "X" in the box)**
   □ General Partnership   □ Limited Partnership
   □ Limited Liability Company   □ Limited Partnership in Shares
   □ Private Shareholding Company □ Public Shareholding Company

3. **Is this company a branch of a corporate group?**
   □ Yes   □ No (jump to question 5)

4. **How many employees are employed in this branch?**
   __ __ __ __ __ Employees

5. **How many employees are employed in the whole enterprise?**
   __ __ __ __ __ Employees   □ Estimation: _____

6. **To which sector does the enterprise belong? (According to ISIC 4 Classification)**
   □ Agriculture, forestry and fishing   □ Mining and quarrying
   □ Manufacturing   □ Electricity, gas, steam and air conditioning supply
   □ Water supply; sewerage, waste management and remediation activities
   □ Construction   □ Transportation and storage
   □ Wholesale and retail trade; repair of motor vehicles and motorcycles
   □ Accommodation and food service activities □ Information and communication
   □ Financial and insurance activities   □ Real estate activities
   □ Professional, scientific and technical activities   □ Administrative and support service activities
   □ Public administration and defense; compulsory social security
   □ Education   □ Human health and social work activities   □ Arts, entertainment and recreation   □ Other service activities
   □ Activities of households as employers; undifferentiated goods and services-producing activities of households for own use
   □ Activities of extraterritorial organizations and bodies   □ others, _____

7. **Which market does the enterprise's business cover?**
   □ National market   □ International market   □ Both

II – Recruitment

8. **Why did you apply for the support programme of MoL?**

   □ Need for staff, in occupation: _____

   □ Need for staff, in occupation: _____

   □ Social responsibility   □ Need for financial support

   □ Others: _____

III – Persons trained within the Expansion of Training and Employment Programme

9. How many persons did you train within the support programme of MoL? How many of them did you retain after training?

Occupational field		Number of persons trained	Number of persons retained
Occupational field/specialization 1:		_|_|_|_|	_|_|_|_|
Occupational field/specialization 2:		_|_|_|_|	_|_|_|_|
Occupational field/specialization 3:		_|_|_|_|	_|_|_|_|

9.1. Based on what criteria did you select the retained persons?

☐ Performance at workplace   ☐ Need for staff

☐ Others:_____

10. To what extent were you satisfied with the performance of the trained people at their workplace?

Criteria	Trained persons fulfil our expectations/requirements:				
	Totally Satisfied	Satisfied	Neutral	Not Satisfied	Not Satisfied at All
Requirements for applying for support Required forms and application forms	☐	☐	☐	☐	☐
Time to complete the requirement	☐	☐	☐	☐	☐
Procedures for obtaining a financial claim	☐	☐	☐	☐	☐
Trainees' commitment to attendance & working hours	☐	☐	☐	☐	☐
Trainees' commitment to the on-site training	☐	☐	☐	☐	☐
Efficiency & performance of trainees	☐	☐	☐	☐	☐
Amount of financial support provided	☐	☐	☐	☐	☐
Duration of support Training (commitment period)	☐	☐	☐	☐	☐
The Ministry's commitment to the signed agreement to provide training	☐	☐	☐	☐	☐
Program Cycle and repeteion	☐	☐	☐	☐	☐
Follow-up of trainees by the Ministry of Labor (Field visits ...)	☐	☐	☐	☐	☐

11. Are there any things that you did not like about the MoL support programme?

_____

_____

_____

12. What would you recommend for a similar future programme/improvement of MoL programmes:

_____

_____

_____

Annex 2: Tracer Study Questionnaire

Date: ___/___/20___, Name of interviewer: _____, Code of interviewee: ⌐⌐

Questionnaire for Tracer Study Survey – Expansion of Training and Employment Programme

I Personal Data and socioeconomic situation

1. First and last name of interviewee:_____

2. Date of birth: ___/___/19___

3. Sex: ☐ male   ☐ female

4. Contact information: Current address: _____

   Mobile phone no. 1: _____, Mobile phone no 2: _____

   email / facebook _____

5. Marital status: ☐ single   ☐ married   ☐ divorced   ☐ widowed

6. Number of children: _____

7. Are you able to decide autonomously (on your own) in the family about

   - your employment situation/career? ☐ yes ☐ no, Please explain _____

   - your education? yes   ☐ no, Please explain _____

8. How do you judge your current economic situation?

   ☐ very good   ☐ good   ☐ average   ☐ bad   ☐ very bad

II Educational background, working experience before the employment promotion measure

9. What is your highest educational degree (general education)?
   ☐ None   ☐ Elementary School ☐ Secondary School   ☐ Community College
   ☐ Vocational training at VTC   ☐ Others_____,   ☐ University (BA, MA)

10. Did you have working experience before you attended the training at the company supported by MoL?   ☐ no   ☐ yes, If yes: How many years? ⌐⌐ years,

    If yes, what type of employment? _____

III Quality of Expansion of Training and Employment Programme

11. Where have you been trained (company): _____

12. Where have you been trained (town of company): _____

13. When did you start and finish the training at the company: Start: 20___ - End: 20___

14. Did you finish the whole year? ☐ yes ☐ no, If not, why _____

15. How useful do you rate the training supported by MoL?

Aspect	5 Very useful	4 useful	3 Partially useful	2 Not useful	1 Not useful at all
Skills developed through the training	☐	☐	☐	☐	☐
Support to find employment	☐	☐	☐	☐	☐
Others	☐	☐	☐	☐	☐

If it was not useful please explain why: _____

_____

IV Current Employment Situation and Transition into Employment

16. Please indicate your current employment status?

☐ wage employed ☐ self-employed ☐ employer of __ newly hired employees

☐ unemployed ☐ further education_____

If unemployed, please state the reason _____

If you are unemployed: We would like to support you to find employment. If you are interested in our support: Can we register you in our Electronic System (NEES)?

(Interviewer: Please register the interviewee at the NEES. Please provide information about Employment Offices in the region/locality of interviewee)

(Only employed persons should continue with the next questions.)

17. If employed, how many months are you employed since you finished the employment promotion measure? ___ months

18. Are you working full-time or part-time? ☐ full-time ☐ part-time, _____ % of full-time

19. How did you find this job?
☐ placement/support by institution: _____ ☐ personal contacts (family, friends)
☐ job advertisement (internet/newspaper/radio/TV) ☐ job fare

☐ other, please specify: _____

20. How is your job related to the training/support you received at _____?
☐ closely related ☐ somewhat related ☐ not related

21. Please state your monthly salary in a typical month. If you are self-employed, estimate the average monthly income generated by your self-employment in a typical month. Please state either the exact amount or an appropriate category:
Exact amount: _____ JD
Category: ☐ up to 220 JD ☐ 221 - 350 JD ☐ 351 - 450 JD ☐ 450 - 600 JD ☐ >600 JD

22. Do you have any other persons working in your family? ☐ no ☐ yes, if yes, how many ⌐_⌐ ⌐_⌐

23. Please estimate the monthly income for each? (Please estimate per person)

Person 1: ☐ up to 220 JD ☐ 221 - 350 JD ☐ 351 - 450 JD ☐ 450 - 600 JD ☐ >600 JD

Person 2: ☐ up to 220 JD ☐ 221 - 350 JD ☐ 351 - 450 JD ☐ 450 - 600 JD ☐ >600 JD

Person 3: ☐ up to 220 JD ☐ 221 - 350 JD ☐ 351 - 450 JD ☐ 450 - 600 JD ☐ >600 JD

Person 4: ☐ up to 220 JD ☐ 221 - 350 JD ☐ 351 - 450 JD ☐ 450 - 600 JD ☐ >600 JD

...

24. How many working hours per day do you have to work:

☐ less than 8 hours ☐ 8 hours ☐ other amount: ___ hours

25. Do you have a health insurance? ☐ no ☐ yes ,paid by the company
☐ yes, paid by myself

26. Do you have a formal contract? ☐ no, ☐ yes, written, ☐ yes, oral
☐ yes, limited ☐ yes, unlimited

27. Please indicate the sector of the company:
☐ agriculture, forestry, fishery ☐ construction ☐ mining and quarrying
☐ manufacturing ☐ education ☐ trade/transportation and storage
☐ public administration ☐ health/social work ☐ services (hotel/restaurant/bank ...)
☐ others, please specify:_____

2

If you are wage employed:

28. How many employees work in the company you are currently employed in the company you are working (incl. yourself)? In case of self-employment, please state the total number of employees in your business including yourself.

□ 1   □ 2-4   □ 5-19   □ 20-49   □ 50-99   □ 100-249   □ 250-499   □ 500 and above

□ don't know

29. Please indicate the name of your position within the firm: _____

30. Assume that your firm's hierarchy / positions range from 1, which is the lowest possible position in your firm, to 10, the highest position. Please indicate where you locate your job position in this hierarchy by crossing one of the numbers:

① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩

31. Optional: Please indicate (name), address of the company you work in: (Name: _____)

Address: _____

32. To what extend are you satisfied with your employment situation:

□ very much   □ much   □ partially   □ not much   □ not at all

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