Assessing the broader youth environment in Jordan

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List of Acronyms

AJYC	All Jordan Youth Commission
BMZ	The Federal Ministry of Economic Cooperation and Development
CNPHR	Comprehensive National Plan for Human Rights
CPSC	Community Parent School Coalition
CSOs	Civil Society Organizations
EFE	Education for Employment
E-TVET	Employment, Technical, Vocational Education Training
EU	European Union
GFP	Generations for Peace
GOJ	Government of Jordan
HCY	The Higher Council for Youth
HOR	House of Representatives
HPC	The Higher Population Council
IB	International Baccalaureate
ID	Identity Document
JCAP	Jordan Communication, Advocacy and Policy Project
JOHUD	The Jordanian Hashemite Fund for Human Development
KAFD	King Abdullah II Fund for Development
MCS	Model Community Schools
MOAIA	Ministry of Awqaf and Islamic Affairs
MOC	Ministry of Culture
MOE	Ministry of Education
MOF	Ministry of Finance
MOH	Ministry of Health
MOHESR	Ministry of Higher Education and Scientific Research
MOPIC	Ministry of Planning and International Cooperation
MOPPA	Ministry of Political and Parliamentary Affairs
MOSD	Ministry of Social Development
MOY	Ministry of Youth
NCLS	National Child Labor Survey
NCHR	The National Centre for Human Rights
OECD	Organization for Economic Cooperation and Development
PM	Prime Minister
RH	Reproductive Health
RHAS	Royal Health Awareness Society
SMEs	Small Medium Enterprise/s
SWTS	School-to-Work Transition Survey
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VTC	Vocational Training Center

WB   World Bank

Executive Summary

About this report

Youth as a population have garnered a lot of public attention two decades ago in Jordan. Upon the succession of the current King Abdullah II, youth has become central for new government agenda and advancing the economic reform led by King Abdullah II. Youth has gained prominence in the political agenda as a key population segment in the economic, social and political discourse; as assets of the nation and main pillars of the human development process and efforts.

This report helps understanding what is offered to young people in Jordan, if there are overlapping or counteracting policies, and which gaps exist. Further, it analyses the key stakeholders contributing to programmes or policies improving institutional effectiveness for youth policy design and delivery and policy coordination and coherence.

The report provides a synthesis of the key issues arising from the review and analysis process of: a) youth-related policies in the Education, Employment, Health and Civic Engagement sectors including a set of interventions that were mapped[1] across the four sectors b) institutional mapping that identified the actors responsible for youth policies and programmes at the national and regional levels, such as government agencies, NGOs, international organizations, donor agencies and the private sector including their relations.

The report draws on a qualitative research methodology that favors a flexible and open-ended methods of building up an in-depth picture of the broader environment of youth development in Jordan. Accordingly, qualitative evidences were drawn from narrative data using various methods, including data inventory and content analysis, interviews, oral history discussions, round table discussions and participatory workshops.

Findings

Overall Jordan has witnessed significant strides in youth development over the past two decades that are manifested in a set of nested contexts that youth grown in. Royal directives have brought a growing recognition of the importance that youth and their role in sustainable development urging the whole-government to respond to youth needs, aspirations and realize them as potentials and national asset and emphasizing the importance of joint public-private partnership.

Youth-related policies and national overarching strategies have significantly highlighted youth as a significant population. Youth in Jordan enjoys myriad services and facilities and a wide multitude of interventions, services, programmes and projects are implemented in Jordan.

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[1] A total of 114 youth-related interventions carried out by government and non-governmental organizations were mapped.

However, there is no overarching law or legal framework or definition that defines youth as a term yet. But examining laws indicated several determinants of youth transitions as follows:

Key determinants of youth's definition in Jordan	
12 years	▪ Youth become legally liable to be prosecuted for their unlawful acts ▪ At age of 12 years liable for criminal prosecution ▪ Minimum Marriage age 18 (exception at 15)
15 years	▪ End of compulsory basic education ▪ Issues a National ID card at 16 ▪ Child Labor (under 16 years) ▪ Eligible for joining vocational training at 16 years ▪ Minimum age of employment in Jordan is 16 years
18 years	▪ Youth, at this age, get entitled to multiple civic rights that constitute transition to turn as full-fledged citizens. ▪ Age of political engagement 17years 90 days ▪ Eligible to establish NGOS and political parties at 18 ▪ 18 years is the minimum age to join Armed Forces ▪ Eligible to commercial loans
25 years	▪ Eligible to run for elections on municipal level (a new stage in political rights)
30 years	▪ By this age, they are eligible to run for parliamentary elections

Education Sector

The legacy of limited national resources has contributed in boosting a national commitment towards human resources development and education reforms. King Abdullah II published the 7th Discussion paper, titled '*Developing Human Resources and Education Imperative for Jordan's Progress'*. King Abdullah II emphasized that schools, vocational training centers, and universities should identify students' interests, harness their talents, and build their capacities.

Jordan's vision 2025 described education as 'one of Jordan's national assets' and emphasized on the salient linkages exist between the education system and the economy, whereby the education is seen as the solution to a wide range of economic problems.

The sector policy is based on adopting the recommendations of the National Strategy for Human Resources Development (2016-2025). The HRD Strategy (2016-2025) did not propose any substantial change in the structure of education in the sense of education pathways offered to children and youth in Jordan. However, much reform actions were proposed to make the existing structure work better and more efficient. The main sector priorities focus on ensuring equal access to education for all students; providing international best practices; empowering institutions to take responsibility for their performance through delegating responsibilities and decentralizing decision making; incorporating innovative and creative approaches using technologies to achieve the required results.

- Student Guidance and career counselling
- Expanding national level General Equivalency Diploma System
- Modernizing and aligning Tawjihi and other key assessments
- Unifying admissions system for undergraduate degrees
- Gradual phasing out of Universities' parallel programme
- Expanding students' financial assistance (The Student Aid Agency)

Looking throughout the mapped interventions in education sector, these indicate efforts beyond students' performance and attainment issues, but rather work on addressing other elements that influence education process, such as schools' environment, education curriculum, as well as teachers' training and support qualifications. The following table provides further details on the trends of the mapped interventions, targeted age brackets and segments as well as the settings that are approached for implementation.

Undertaken interventions across youth's Life-Cycle – Education Sector								
Trends of interventions	**Youth age stages**						**Targeted youth segments**	**Settings of intervention**
	The two red lines indicate the margins of youth age definition according MOY (12-30 years)							
Education interventions trends								
	under 12	12 - 15	16 - 18	19 - 24	25 - 30	Above 30		
Improving students' educational attainment							Students with weak attainment and performance	Public Schools
Summer physical training and skills development (grade 9 male students)		14					Grade 9 male students in public schools	Public schools
Students' financial literacy education							Students	Schools
After school extra-curricular activities							Students	Public schools
Non-formal education for drop-out students							Drop-outs students Not enrolled students	Community-base centers
Building capacity of community collages graduates							Community Collages graduates	Community collages
Online education opportunities							Online students	Online platforms
Grants and loans to cover university fees							Public universities' students	Public universities
Renovating and maintaining education infrastructure and facilities							Students in public schools	Public schools
Supportive inclusive learning environment							Students	Public schools
Using ICT to improve education quality							ICT graduates Students	Public Schools
Promoting and supporting technical and vocation education							Technical/vocational students	Secondary schools
improving reading and math curricula							Students	Schools
Teachers' training and support							Students in public schools	Schools

While many interventions support enhancing the education of students, findings indicated the following gaps within state level youth-related policies and interventions:

Low attainment levels of male students in particular were evident. PISA 2015 results indicated that an evident gap exists between boys' and girls' performance. However, no clear intervention was

specifically made to address or further understand boys' performance, which can negatively impact their future opportunities after finishing education.

Investing in school counseling: this poses an important opportunity at the policy and programmatic level to initiate comprehensive counseling system that supports academic, career, and vocational guidance.

Missing out students enrolled in private education: most of interventions to enhance education and youth personal development interventions targets public schools' students without mentioning other students enrolled in private education, who constitutes one third of total students.

Online education and learning courses: these could hold a great potential to provide additional learning opportunities with more than half (55.7 %) of youth of surveyed youth (10-14) can use internet (Shtewi, 2015).

Employment Sector

Due to the chronic and protracted challenges of unemployment including increasing labor supply, structured unemployment among youth, low labor force participation, proportional job creation, incompatible outputs of the educational system with the labor market, unstable investment trends in the country and migratory labor patterns, unemployment has become a top priority for GoJ (World bank, 2012; Jordan Strategy Forum, 2016; Identity Center, 2015).

Jordan Vision 2025 along with the National Employment Strategy (2011- 2020) and the E-TVET strategy (2014 – 2020) implement national labor policies to promote restructuring and organization technical and vocational education and training (TVET), and to rationalize expenditure in the public sector leading to less hiring and discontinue waiting list through shifting to vocational or subsidized on-the-job training programs in the private sector (MOL, 2012). Recent policies placed emphasis on economic self-reliance and a culture of self-initiative by youth, encouraging young potential entrepreneurs with needed support and focusing on linkages between the marketplace and the education and promotion of vocational training and young women economic participation.

The sector main policies directly influencing youth are:
- Encouraging vocational training and education among young men and women;
- Enhance employability skills;
- Supporting and stimulating environment to establish business, SMEs and entrepreneurship;
- Enhancing female economic participation.

The following table provides the key programme trends addressing the Employment Sector:

Undertaken interventions across youth's Life-Cycle – Employment Sector			
Trends of interventions	Youth age stages	Targeted youth segments	Settings of intervention

	The two rea lines indicate the margins of youth age definition according MOY (12-30 years)							
Employment interventions trends								
Directions and working areas	under 12	12 - 15	16 - 18	19 – 24	25 – 30	Above 30	Youth groups	Settings of intervention
Training for employment (including TVET) (16-40)							Basic Education graduates, Secondary school Students and graduates, Education Drop-outs, College and university graduates	Schools Colleges Universities Vocational Training Centers
Employability skills & enhancing readiness to labor (15+)							Grade 10 and above Students, marginalized youth, University students, University graduates and last year graduates, Unemployed youth	Schools Universities NGOs & CBOs Online platforms Vocational Training Centers
Career guidance (18-24)							Students	Universities
Internships & on-job training (18+)							Youth, aged 18 years and above	Not specified
Job matching (18 -26)							Youth, aged between 18 – 26	Not specified
Financial support for entrepreneurs and micro-businesses (18+)							Youth, aged 18 years and above, Young entrepreneurs Youth from poor backgrounds	Not specified
Supporting and developing youth entrepreneurship (Capacities & culture) (13 - +30)							School students grade 7 – 12 Secondary school graduates, College and university students College and university graduates	Schools Colleges Universities
Enhancing female economic participation (16- +30)							Young females Females with disabilities Female job seekers	NGOs & CBOs Community-based centers

The majority of mapped interventions provided multifaceted opportunities to combat unemployment. Interventions are often targeting more than one objective usually pairing enhancing employability and employment training with job matching and placement opportunities. The following are the gaps within state level youth-related policies and interventions:

- Private sector is the main employer of youth, which emphasizes on the necessity of involving private sector in all youth employment interventions. Otherwise, any real change without their active participation is doubtable.

- Mobility and transportation impact on youth unemployment has been indicated as a significant barrier to youth opportunity of employment. Jordan's landscape of scattered cities makes transportation a crucial element to take into consideration when highlighting what effects employment. The poor public transportation network paired with expensive transportation alternatives stands in the way of the youth employment. This requires further policies attention as a means to realize equitable opportunities for youth in all governorates.

Health Sector

In spite of having an increasingly youthful society, health strategies tend to address young people's health issues implicitly; with no clear definition of youth as a segment with specific needs, nor indicators specifically aimed to address youth health issues or progress of interventions. The national Health Strategy focused on integrated citizen- centered health services that are responsive to the growing needs with focus on:

- Support the implementation of the national strategy for the prevention of diabetes and non-communicable diseases (such as diabetes, hypertension, lipid mixing and obesity)
- Support the implementation of the national strategy to control the cancer
- Promote healthy lifestyles with a focus on children and youth groups
- Reduce traffic accidents and work injuries.
- Promote mental health programs at the primary and secondary levels

The national Reproductive Health (RH) strategy has indicated that young people account for a high proportion of the Jordanian population and are the center of the developmental process. The engagement of young people in population issues and their impact on development through the formation of positive beliefs and concepts on reproductive behavior will positively affect the achievement of the desired goals. Accordingly, the Strategy considers youth as key players in awareness, services and policies. Nonetheless, health indicators lack segregated data on youth specific issues.

Undertaken interventions across youth's Life-Cycle – Health Sector								
Trends of interventions	**Youth age stages** The two red lines indicate the margins of youth age definition according MOY (12-30 years)						**Targeted youth segments**	**Settings of intervention**
Health interventions trends								
Directions and working areas	under 12	12 - 15	16 - 18	19 - 24	25 – 30	Above 30	**Youth groups**	**Settings of intervention**
Healthy nutrition awareness & support (6-12)							Students	Public Schools
Injury Prevention Awareness (6-13)							Students	Public schools
Promotion of healthy lifestyles and behaviours (7-30 years)							Students Young people University Students Vulnerable young people	Schools Youth centers Universities
Anti- smoking and substance abuse awareness (13- 30)							Students Young people	Not specified
Pre-marriage Counselling (18 - +30 years)							Youth and adults	Universities
Youth friendly health services (10 -19)							Adolescents	Health centers
Healthy Schools National Accreditation							Public Students	Schools

Health: Some programmes only state a minimum age, and they serve any youth above this age

Findings indicated a set of gaps within state level youth-related policies and interventions in the following areas:

Non-communicable diseases: Addressing non-communicable diseases awareness and their risk factors at early ages through promoting awareness campaigns and integrating health lifestyles including physical activities and programmes as well as health diets and eating habits

Mental health and preventing suicide among youth: Youth's mental health care does not pose evident interventions and particular research focusing on mental health is not available. Jordan Vision 2025 stipulated establishing youth friendly health care centers to treat mental health issues and drug abuse, efforts initiated by the Ministry of Health are still limited to equip centers with no clear youth-related mental health programmes.

Linking school health to pilot adolescents' health care services in 18 pilot centers is worth step to further support adolescent and youth mental health during a critical stage as they go through unprecedented changes. An evaluation is necessary to be conducted after a pilot stage to draw lessons learnt and challenges.

Reproductive and sexual health awareness is significantly limited among youth especially under 18 years due to cultural restrains on RH topics with youth under 18, this comes relatively late especially with a preceding period of physiological changes and puberty.

Addressing perceptions of young men on reproductive health from at an early age is not evident: a study in 2010 indicated that young boys aged 12- 18 never tried to go near the maternal child health centers because only women go there.

Youth health insurance conditions require a comprehensive review and advocacy to mobilize for universal health coverage especially with regards to children and youth between 6 and 18 years old who are not covered. Young men whose health insurance depends on their employment conditions or higher education enrolment., unlike the case of girls above 18 years who continue to be covered by parents' insurance till they get married. The provisions of the legislative and statutory acts in force need to be reviewed.

Civic Engagement
In Jordan, there is no a separate policy or a certain agency designated to civic engagement and active citizenship such as health, education or employment. Instead, there are multiple emphasis on citizens' engagement in national documents and various relevant policies. Such policies work for achieving inclusive growth that requires transparent government that can be held accountable by active citizens' engagement.

For example, Jordan Vision 2025 defined acts of responsible citizenship as *'voting, volunteering, driving safely, paying taxes and good relationships with neighbor'*. Moreover, Vision 2025 obligated the government

to disclose basic performance information to be public as part of commitment to transparency and accountability. In that sense, various interventions were proposed to institutionalize public consultation mechanisms, like using social media and e-governance tools, designing national honors program to reward Jordanians for their civic contributions, adding a civic component to school curriculum to teach children about their rights and responsibilities of citizenship, and working with existing volunteer organizations to create the *National Coordinating Volunteer* Council with mission to increase the number of Jordanians participating in volunteer activities. Similarly, the National Employment Strategy (NES) addressed women participation in labor and emphasized on dialogue mechanisms between the government, the public sector and labor representatives to discuss minimum wage, settle labor disputes and propose amendment to labor laws and regulation. A further institutionalization of social dialogue was sought through establishing the *Economic and Social Council* as a consultative body to the government, with private, labor, civil society, and public sector representatives.

From rights-focused perspective, the Comprehensive National Plan for Human Rights (CNPHR) emphasized on citizens' civil and political rights. CNPHR called for raising citizens' awareness about their rights and different mechanisms to protect them, in addition to building the capacities of citizens and civil society organizations to engage with decision making processes. Also additional emphasis was made to ensure the rights of marginalized groups; people with disabilities, women and children. The Jordanian Women National Strategy (JWNS) is a designated strategy for women rights and participation that emphasizes on increasing women representation in parliament, judiciary institutions, leadership and executive positions, industry and trade private companies as well as civil society organizations. The National population strategy made similar emphasis also on women's contribution to policies and decision making process.

The table, below, demonstrates the programme trends of on civic engagement and active citizenship:

Undertaken interventions across youth's Life-Cycle – Civic Engagement								
Trends of interventions	**Youth age stages** The two red lines indicate the margins of youth age definition according MOY (12-30 years)						**Targeted youth segments**	**Settings of intervention**
Civic engagement and citizenship interventions trends								
Directions and working areas	under 12	12 - 15	16 -18	19 – 24	25 – 30	Above 30	**Youth groups**	**Settings of intervention**
youth centers, clubs and community-based services							Not specified youth groups	Youth centers Sports clubs Community-based centers
Building capacity, supporting and offering grants to NGOs CBOs serving youth							Not specified youth groups, vulnerable youth Youth with disabilities	Youth centers NGOs & CBOs Community-based centers
Enhancing accountability, access to information and youth engagement in political life							Not specified youth groups, Active youth (RASED) Students in public schools	NGOs & CBOs Online platforms* Youth centers Schools

Intervention area								Target groups	Implementing bodies
Youth capacity building and training for social engagement (10 - +30)								Not specified youth groups, Active youth (Active Citizens)	NGOs & CBOs Community based centers Innovation labs*
Developing dialogue and debating skills								Not specified youth groups, Students in Schools (clubs in schools)	NGOs & CBOs, Schools
Youth volunteerism & community engagement								All youth (not specified)	NGOs & CBOs Schools Community-based centers
Promoting peace and preventing violent extremism								Not specified youth groups	NGOs & CBOs Community-based centers
Supporting youth-led initiatives and projects								Not specified youth groups, Creative and talented youth	NGOs & CBOs
Women participation and empowerment								Young girls and women Secondary school girls University student (girls & boys) Young males Not specified youth groups,	NGOs & CBOs, Community based centers Schools Universities
Promoting ICT tools for youth engagement and social development (10 - 24)								Not specified youth groups)	Community-based centers Online platforms*
Child participation structures								Children in schools in Amman, Madaba & Zarqa; Children with disabilities; Out-of-school children	Child Municipal Councils (new structure)
Youth [social] entrepreneurship (10 -29)								Not specified youth groups	Innovation labs*

Findings indicated a set of gaps within state level youth-related policies and interventions in the following areas:

Lacking nation-wide student union: In Jordan, there is no a nation-wide student union, which leave a gap in ensuring youth representation and voice in their issues.

Youth representative structures: there was no evidence of active students' parliaments or unions on schools' level, except UNRWA schools.

Supporting youth to run for elections: youth, after they turn 17 years and 90 days, they became eligible to vote in elections, but they should wait about 8 years (age of 25 years) to be able to run for local election and further five years (age of 30) to run for parliament elections. However, there is no sustained interventions that work on supporting and preparing youth as potential leaders and candidates.

Linking civic education curriculum with in-life activities: capitalizing on existing civic education curriculum through linking it with in-life civic engagement activities that youth can practice, such as volunteer work, joining student parliament.

University violence, as issue, occupied a wide public attention, however no clear intervention to address it is considered yet.

While various intervention provide opportunities for youth development and capacity building within a frame of a project or programme, volunteering opportunities are also available. However, institutionally organized volunteering is not evident in Jordan (Al –Dajani, 2016). Youth often attend to ad hoc activities or participate within a youth-focused programme or projects. Jordan Vision 2025 proposed working with existing volunteer organizations to create the *National Coordinating Volunteer* Council with mission to increase the number of Jordanians participating in volunteer activities. Mechanism for institutional organized youth volunteering nationwide is needed and further efforts for a volunteering strategy that effectively determines the foundation of youth volunteerism in Jordan.

Youth Welfare Governance

The multi-dimensional nature of youth development requires action from the government and relevant non-governmental organizations to invest in youth potential address vulnerabilities and prepare youth for their entitlements through a set of opportunities, services and support. While the responsibility of youth affairs falls under the remit of the Ministry of Youth in Jordan by mandate, a broad arena of players involved in fostering the youth development environment in the four sectors (Education, Employment, Health and Civic Engagement) including other ministerial sectors and governmental and non-governmental contribute significantly to particular areas of work with young people. Along these actors, central governmental entities who demonstrate a collective and a crosscutting role in youth development environment with all sectors also contribute to the youth development landscape such as the Prime Minister's Office, MOPIC, and MOF.

Examining the relations among different stakeholders and actors focusing on communication and cooperation, funding and reporting indicated the following findings:

Youth development requires multifaceted coordination and cooperation mechanisms within one sector and among all relevant sectors including different governmental and non-governmental actors and the youth. Communication channels are often demonstrated through time bound committees for particular interventions or national strategies. Usually, these provide limited access platforms and their main purpose is to convene the process and progress.

On the other hand, youth-related communication or dialogue platforms are not structurally available in the four sectors whether between and among actors themselves at one end in one or across sectors, or between actors (government, non-profit etc.) and youth at another end. Communication with youth constituency and institutional representation of youth role is bestowed to the Ministry of Youth (MOY), formerly the Higher Council of Youth. Nonetheless, neither the Higher Council of Youth in the past nor the MOY in the present had any representative official structure through which youth voices are channeled and considered at a national scale or on regular basis.

At the cooperation level, links are realized through inter-agency cooperation[2], mainly bilateral. Multi-lateral cooperation including several actors was mainly demonstrated among international actors with wide cooperation relations with NGOS and CBOs. Results of reading the map of relations indicated some main findings in each sector. Employment sector appeared to demonstrate much less cooperation relations between actors in the sector in comparison to the other sectors.

Cooperation among actors in the education sector and health appears to be wider including government main entities such as the MOE and MOH. This may stem from the fact that the education sector, for example, incubates students in school settings that are not accessible without prior permission of the MOE.

Private-public sector cooperation appeared to be weak in youth-focused interventions. More cooperation relations occur between the private sector from one end and the NGOS and Royal Initiatives from another end.

In relation to funding, several challenges have be highlighted. In relation to the MOY, while scarce spending by MOY on youth programmes interventions in comparison to administrative spending and sports sector was evident, youth programmes are also compromised due to budget reduction that often occur within a fiscal year in favor. On the other hand, findings also indicated the **lack of** a dialogue platform/structure to support more informed financial decisions by the apex of the government or within government institutions, in addition, to excessive dependence on external funding.

As for funding, findings indicated several crosscutting issues among all sectors; a positive correlation is evident between reporting and funding. Wherever funding is channeled, reports mainly progress are generated to donors or funding entities. Highlights on reporting also showed that limited evaluation reports were available and were mainly for internal use.

While national technical and financial reports are extensively generated to the extent that the objectives intended to achieve were met or not, these do not necessarily reflect the quality of work particularly in binding relations to fulfil strategic objectives. As progress and programmes reports are based on bilateral agreements and partnerships, access to these reports are limited to concerned parties that limit other actors from benefiting from them. Findings also indicated the lack of any form of national reporting on youth indicators (that include different segments of youth including young girls, disabilities and at risk etc). Unlike populations issues, for example, an annual report on the progress of population issues and indicators is generated through compilation of these issued from different sectors and progress of national policies by HPC. Population report is presented to the Cabinet for informed decision making.

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[2] (between two different agencies)

1. Section One: Introduction

1.1 Background

For youth to play a meaningful role in on-going social and political transformations, it is critical to understand and analyze youth socio-economic characteristics and the surroundings of the youth, including policies and interventions that can have a strong influence on youth well-being outcomes and are an important element of the youth environment. Too often national youth policies stand alone and are not integrated into overall national development plans or sectoral policies. Lack of horizontal or vertical co-operation and co-ordination among sectoral actors can, and often does, distort policy outcomes and create inefficiencies, such as overlapping or counteracting policies. Improving youth well-being thus requires assessing the broader youth environment and determining how policies and interventions may contribute to enable or disable youth's development potential.

UNESCO Jordan country office, in the partnership framework of the Networks of Mediterranean Youth project (NET-MED Youth), funded by the European Union is working to promote and contribute to the creation of an enabling environment for young women and men to develop their competencies, exercise their rights and meaningfully engage as active citizens, particularly in decision-making relating to political, social, economic, educational and cultural policy and planning processes. To this effect, UNESCO supported the establishment of a Youth Organizations Coalition as a platform to create an enabling environment in which young men and women can develop their competencies, exercise their rights and meaningfully engage in their communities as active citizens.

Co-funded by the EU, the Youth Inclusion Project is implemented by the OECD Development Centre to support nine developing and emerging countries (Cambodia, Côte d'Ivoire, El Salvador, Ethiopia, Jordan, Malawi, Moldova, Peru, Togo and Viet Nam) in better responding to the aspirations of young people and to strengthen youth involvement in national development processes. A methodology to carry out in-depth diagnosis on the situation of youth in the areas of health, education employment and civic participation was developed and used to carry out country reviews in ten countries. The forthcoming "Youth well-being policy review of Jordan" provides a snapshot of youth well-being, an analysis of youth policies and the institutional framework, as well as thematic analyses on youth unemployment and skills mismatch, as well as the paths to active citizenship. The project supports as well the monitoring of policies in Jordan by offering training courses to government officials and other stakeholders. In parallel, global research on youth entrepreneurship (OECD, 2017), youth aspirations (OECD, 2017) and rural youth livelihoods (OECD, forthcoming) look deeper into the youth employment challenges in developing countries.

A mapping of youth policies and programmes aims to help understand what is being offered to young people, if there are overlapping or counteracting policies, and which gaps exist as well as the key actors contributing to programmes or policies to better improving institutional effectiveness for youth policy design and delivery and policy coordination and coherence.

The youth policy review and analysis mission is commissioned jointly by UNESCO and OECD to stock take, map and analyze youth - related policies in Jordan.

1.2 Scope of the report

The report provides a synthesis of the key issues arising from the review and analysis process of:
a) youth-related policies in the Education, Employment, Health and Civic Engagement sectors including a set of interventions that were mapped across the four sectors.

b) Institutional mapping that identified the actors responsible for youth policies and programmes at the national and regional levels, such as government agencies, NGOs, international organizations, donor agencies and the private sector including their relations.

The report is comprised of five sections. After the introductory section (Section one), section two presents an understanding of youth definition and socio-economic determinants, followed by section three that provides an overview on key youth-related national policies and trends of interventions. Section four provides information on governance actors including roles and relation and chapter five provides a set of recommendation on the broader youth environment in Jordan. The report also provides details in the annexes on the mapped interventions in the four sectors.

1.3 Methodology

This report draws on a qualitative research methodology that favors a flexible and open-ended methods of building up an in-depth picture of the broader environment of youth development in Jordan. In principal, qualitative research is used to uncover trends of practice, and gaining a deeper understanding of underlying variables, reasons, and interests that could promote or hinder youth development in Jordan.

Accordingly, qualitative evidences were drawn from narrative data using various methods, including data inventory and content analysis, interviews, oral history discussions, round table discussions and participatory workshops. Despite the qualitative approach, the research team did not undermine the importance of the existing quantitative evidence and statistics. All available statistics and quantitative studies of youth's reality were also considered in establishing context-specific understanding of youth's issues and realities.

In light of the defined objectives of this study, the research team articulated the adopted methodology around the following components:

1) Policies and literature review

It started with a scanning of the state-level polices and documents in relevance with the anticipated sectors according to the Terms of Reference by UNESCO and OECD(Education and skills, Employment, Health, and civic participation and citizenship). Furthermore, in-depth review of a number of policy documents was conducted[3] as well as relevant research work was made to extract a profound understanding on how the existing policy frameworks address youth's issues and realities. The review was a secondary research that drew evidences from desk review and content analysis methods, through which the research team constructed a grounded understanding of the state-level discourse about youth.

2) Youth issues mapping and analysis

A further youth-focused mapping was conducted to establish an evidence-based understanding of youth issues, transitions and realities. Through the mapping, the research team worked on rationalizing the existing quantitative evidences from earlier reserach statistics and youth surveys. Links were sought to be established and gaps to be under-covered about what is known [and not known] on youth's realities in Jordan. This mapping was compiled on extensive desk review of related statistics, research and studies across the four sectors.

In addition to the above-mentioned methods, two Make-sense workshops were conducted, brining key informants and on-ground activists across sectors in order to validate the preliminary findings and get their feedback. Workshops were meant to ensure their feedback in order to enrich the findings and secure their buy-in of the findings.

3) Institutional mapping of existing interventions & relations

At the institutional level, an inventory tool was designed to map the existing interventions of line ministries and key institutions in the four defined sectors. Besides the basic information of each intervention, this inventory was used to collect specific data of targeted groups of youth, number of beneficiaries, geographical coverage, implementing partners, budget, and if an (impact) evaluation of the intervention has previously been done.

Based on this inventory questions, multiple interviews were conducted with key informants, exploring their institutions' interventions and their role to address the policy making dynamics, as well as the kind of relations that bound them with other institutions; in particular funding, reporting and cooperation relations. Quality of information generated out of interviews were contingent reaching the right persona in each institution who held the required information, which was not the case with many institutions, hence required interviewing more than one person. Along interviews, four round table discussions were conducted, bringing key informants of each sector together around same table in order to validate the gathered information as well as draw additional qualitative evidence from them.

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[3] Lists of interviewees and participants are included in the bibliography
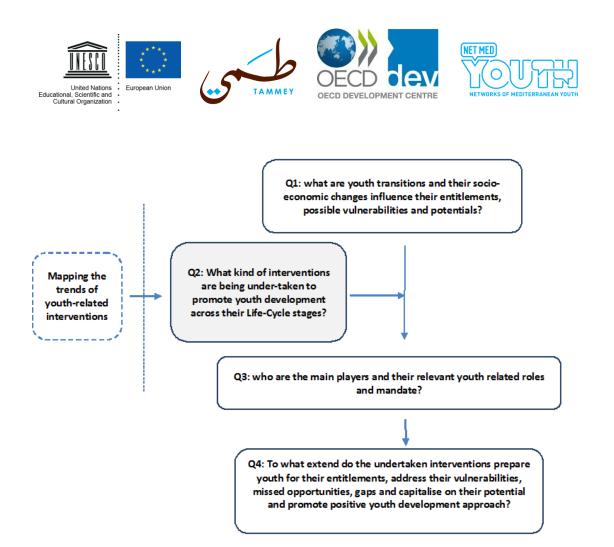
In context like Jordan, due to lack of documents and institutional memory, the team built also on *oral history of youth policies formulation* with institutions like Ministry of Youth, in order to generate further qualitative evidence about policy dynamics. In that sense, the research team brought a group of MOY retired officials together to synthesize their insights on the issue.

1.4 A Life-Cycle analysis framework of youth development

Through their life cycle and as they grow, young people get exposed to various opportunities and missed opportunities, different levels of vulnerabilities and risks. Many risk behaviors and problems, they face, result from suboptimal experiences and lack of opportunities earlier in life. Thus, identifying early preventive interventions is necessary to ensure their protection and ability to survive these risks. Also young people are not only subjects of care, as they grow, young people also have potentials and capacities that can be positively utilized in bringing change to themselves and their communities. Positive and productive adulthood is always the result of development process throughout childhood, adolescence and youth. Life-Cycle offers an age-specific approach to examine the different stages that youth experience through their life courses. Each stage had its own programmatic interventions entitlements that acknowledge youth's rights and hold different responsibilities on their shoulders. The Life-Cycle approach considers youths' lives as a continuum of interdependent stages of growth and changes. The more we are able to take into account different stages of youth's life cycle, the more we enhance the opportunity to ensure their wellbeing and capability to enjoy healthy life. To this effect, the analysis framework, takes youth stage as a unit of analysis across different development sectors (education, employment, health and civic engagement).

The framework is articulated around four main questions (refer to the figure below). The first question examines what are the youth transitions and various socio-economic conditions that determine and define their entitlements, possible vulnerabilities and their potentials. The second one builds on the results of mapping Jordan's Constitution, laws, state-level policies and the trends of youth-related interventions in order to define the focus of under-taken sectoral interventions, as well as youth segments and settings. The third question examines and identifies the main players and stakeholders involved and what are their roles and mandate. The three questions set the analytical foundations that helps understanding how policies and interventions prepare youth for their entitlements, address their vulnerabilities and capacities on their potentials. Answering these questions leads to realizing the existing gaps and missing opportunities that are overlooked, thus addressing the fourth question.

Q1: what are youth transitions and their socio-economic changes influence their entitlements, possible vulnerabilities and potentials?

Mapping the trends of youth-related interventions

Q2: What kind of interventions are being under-taken to promote youth development across their Life-Cycle stages?

Q3: who are the main players and their relevant youth related roles and mandate?

Q4: To what extend do the undertaken interventions prepare youth for their entitlements, address their vulnerabilities, missed opportunities, gaps and capitalise on their potential and promote positive youth development approach?

2. Section Two: Youth Development Discourse in Jordan

2.1 The historical context of youth development

Youth as a population have garnered a lot of public attention two decades ago. Upon the succession of the current King Abdullah II, youth has become central for new government agenda and advancing the economic reform led by King Abdullah II. Youth has gained prominence in the political agenda as a key population segment in the economic, social and political discourse; as assets of the nation and main pillars of the human development process and efforts. Bifurcation of the sports and youth affairs underpinned a progressive step early this decade for more effective youth development focus.

More government focus on youth as a national wealth began to emerge; recognition of their role to influencing economic and social change as this segment of the population grew bigger. The rapid growth of the youth population created a "youth bulge" in Jordan; youth needs and aspirations as well as the desire to improve youth status drew the attention of Jordan to recognize the youth population in their development discourse, legislation, policies and national strategies.

Between 2012 and 2016, King Abdullah II addressed seven discussion papers, sharing his vision for the kingdom's comprehensive reform processes. Through those papers the King sought to stimulate debate among citizens about a road map for deepening the democratic practice in Jordan. Directives have been translated into Jordan Vision, policies and national strategies as well as several forms of support, services and opportunities for youth development including launching several Royal Initiatives that have been persistently focusing on youth development.

Emphasis on youth to receive the highest degree of attention and care in the form of education, employment, capacity-building, and empowering youth and engagement at different levels including making political decisions and stimulating debate to deepening the democratic practice continues to be evident and has been expressed by King Abdulla II on different occasions and speeches. Youth were perceived as key partners in the human development process.

The historical shift in youth development can be summarized as follows[4]:
- The change in the rhetoric and discourse towards young people as a population that needs to fill its spare time to stress on them not only as a national asset, social capital and potentials but also partners in sustainable development.
- Emphasis on development as a key component beyond sports; this led to separation between youth sports and youth development which was interpreted by establishing the HCY as per the contemporary law no. 65 (2001). Thus, expanding the focus from sports and leisure activities towards focus to enhancing education and employment as well as empowerment.

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[4] This summary is based on tracking the main interventions and focus in the youth development work and discourse through reviewing the King Abdulla Prime Ministers' designations letters as well as the oral history workshop

- Focus on national youth policies; the first national youth policy was formulated early this decade for the period 2005 – 2009; at the current time a National Youth Empowerment Strategy is being formulated.
- Emergence of new areas and social issues including combating violent extremism and hate speech, violence, combating substance abuse; enhancing youth and young female civic engagement as well as combating corruption and enforcing the rule of law raised in prominence.
- Recognizing the critical role of youth in promoting and maintaining international peace; Jordan championed for the adoption of Security Council Resolution 2250 on Youth, Peace and Security.

2.2 The term "Youth" in Jordan

In Arabic language, youth *"Shabab"* "شباب" stems from the root word *"Shabba"* "شـب". As per Al-Munjid Lexicon the term holds several meanings: the beginning of; to burst into flames and grow quickly; become active and prance. The linguistic meaning implies several connotations including a dynamic phase of life, energy, vigor, adorn[5]. As a statistical definition, there is a tendency to use an age range to determine youth category, the United Nations General Assembly (UNGA) defines youth for statistical consistency as individuals who are in the age group 15-24 years, while the League of Arab States[6] define "youth" as the individuals in the age group 15-35 years old. In Jordan, MOY identified youth as individuals between the age bracket 12 – 30 as per the national youth policy (2005 – 2009) and the National Youth Empowerment Strategy (currently under formulation).

Beyond linguistics and statistical definition, youth definition is debatable and complex. "Youthhood" is frequently considered a period of transition between childhood and adulthood - from the dependence of childhood to adulthood's independence as well as awareness of interdependence as members of a community. It is a time when young people confront 'new life issues and situations' including physical changes, new expectations, new social relationships and experiences.

Prior and during this transition, unprecedented physiological changes occur between roughly the age of 12 to 25 years. In addition to the physical changes and sexual maturation, this phase has general characteristics that change and evolve as children and adolescents grow towards maturity and adulthood as well as influence youth developmental process including biological, emotional, cognitive, identity, family, ethics and morality aspects. These may have different degrees of influence from one individual to another and vary at different points, but they all shape the youth experience during the transition phase from childhood to adulthood. Recent studies also indicated that the brain experiences extensive remodeling, resembling a network and wiring upgrade during

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[5] المنجد في اللغة والأعلام، دار المشروق، بيروت 1973

القاموس العصري – الياس أنطور ألياس وادوار الياس الطبعة 9 المطبعة العصرية ، القاهرة 1972

[6] Jordan is a member of the League of Arab States

the adolescents and youth stage. Recognizing these changes present a window of opportunity to reinforce these connections and brain functions in preparation to a healthy adulthood.

The World Bank (2005) identified three determinants for transitioning from "youth-hood" to adulthood:

- *Moving **from school to seeking work** and independent sources of income).*
- *Forming close **relationships outside the family**, often resulting in marriage and children.*
- *Moving from **parental home to new living arrangements**.*

Nonetheless, a person may still be considered a youth depending on other determinants from one culture to another that the cumulative effect leads to experiencing transformations and transitions from dependence to independence. As a result, De Waal (2002: 15) describes youth "*is therefore a problematic, intermediary and ambivalent category, chiefly defined by what it is not: youths are not dependent children, but neither are they independent, socially responsible adults*".

In the case of Jordan, there is no overarching law or legal framework or definition that defines youth as a term yet. Examining laws indicated several determinants of youth transitions as follows:

Key determinants of youth's definition in Jordan	
12 years	▪ Youth become legally liable to be prosecuted for their unlawful acts ▪ At age of 12 years liable for criminal prosecution ▪ Minimum Marriage age 18 (exception at 15)
15 years	▪ End of compulsory basic education ▪ Issues a National ID card at 16 ▪ Child Labor (under 16 years) ▪ Eligible for joining vocational training at 16 years ▪ minimum age of employment in Jordan is 16 years
18 years	▪ Youth, at this age, get entitled to multiple civic rights that constitute transition to turn as full-fledged citizens. ▪ Age of political engagement 17years 90 days ▪ Eligible to establish NGOS and political parties at 18 ▪ 18 years is the minimum age to join Armed Forces ▪ Eligible to commercial loans
24 years	▪ End of UN statistical definition of youth
25 years	▪ Eligible to run for elections on municipal level (a new stage in political rights)
30 years	▪ By this age, they are eligible to run for parliamentary elections

While the age of 12 years holds a child liable for criminal prosecution and is deemed to bear criminal responsibility by national laws and regulations, the age of 18, offers a basic threshold that entitles youth to a set of civic and political rights, as they became eligible for voting in elections and forming associations, NGOs and political parties. However, they have to wait till

the age of 25 to be eligible to run for the elections of local councils, and the age of 30 in case of the House of Representatives.

A lexical review of the Constitution of Jordan - as the foundational social contract - exhibits that youth were overlooked without any reference. Youth are perceived as part of citizens who are entitled the same rights. Several Constitutional articles designated to ensure social, economic, civic and political rights with equal opportunities to all Jordanians: protecting freedoms, freedom of opinions and expression, holding meeting, forming societies or unions, establishing political parties, addressing public authorities and bringing them accountable, engaging them in local councils on municipal level as well as ensuring work and education within the limits of its possibilities.

The tables, below, exhibits a brief of all constitutional articles that constitute citizens' rights and responsibilities in relation to education, employment and civic engagement. However, health rights has no mention in the Constitution of Jordan.

Articles of the Constitution of Jordan in relation to education, employment, and civic engagement	
Article 6	Ensuring ensure equal opportunities to all Jordanians and they equal before the law with no discrimination between them in rights and duties even if they differ in race, language or religion.
Article 7	Protecting personal and public freedoms from any infringement or inviolability.
Article 13	Compulsory labor shall not be imposed on any person, but pursuant to law, work or service may be imposed on any person: 1- in a state of necessity, such as the state of war, the occurrence of a public danger, fire, flood, famine, earthquake, severe epidemic among humans or animals; or diseases of animals, insects, plants or any other similar disease, or in any other circumstances which might endanger the safety of the population, in whole or in part. 2- as a result of the conviction thereof by a court, provided that the work or service is performed under the supervision of an official authority; and provided that the convicted person shall not
Article 15	Guaranteeing freedom of opinion and enabling all Jordanians to freely express his opinion by speech, writing, photography and the other means of expression, provided that he does not go beyond the limits of the law. Same also goes to guaranteeing freedom of the press, printing, publication and information media, within the limits of the law.
Article 16	The right to hold meetings; and to establish societies, unions and political parties provided their objective is lawful, their methods are peaceful, and their by-laws not in violation of the provisions of the Constitution or any laws.

Article 17	The right to address the public authorities on their own personal matters or public affairs in the manner and conditions prescribed by law.
Article 19	Congregations shall have the right to establish and maintain their own schools for the education of their own members provided that they comply with the general provisions of the law and be subject to the Government control in their curricula and orientation
Article 20	Basic education shall be compulsory for Jordanians and free of charge in Government schools.
Article 23	1- Work is the right of all citizens, and the State shall avail it to Jordanians by directing and improving the national economy. 2- The State shall protect labor and enact legislation therefor based on the following principles: a- Giving the worker a wage commensurate with the quantity and quality of his work. b- Defining weekly work hours and granting workers weekly and annual paid rest days. c- Specifying special compensation to workers supporting families and in the cases of dismissal, illness, disability and emergencies arising out of work. d- Establishing special conditions for the work of women and juveniles. e- Subjection of factories to health safeguards. f- Free trade union within the limits of the law.
Article 24	The Nation is the source of powers
Article 70	A member of the House of Representatives must have completed thirty calendar years of his age.
Article 96	Every member of the Senate and the House of Representatives may address questions and interpellations to the Ministers concerning any of the public matters
Article 121	Municipal affairs to be administered by municipal or local councils in accordance with special laws

Source: The House of Representatives (2012), the Constitution of Jordan

2.3 Youth life course in Jordan

The life course is the social biography of the individual which is structured not only by biological age but also socially (Jones, 2009). The following section provides an overview of the current socio-economic situation of youth, entitlements and transitions (from dependency to independency) between the ages 12 to 30 years:

Youth between 12 – 15 years

Youth who are aged 12-15 years constitute 8.67% (564,278) of total Jordanians inside Jordan (6,578,636), according Jordan's Population Census 2015 (DoS, 2015b). At this age, all young people are presumably pursuing their compulsory education from 7th grade to 10th grade. However, the last census indicated that 93% of them are enrolled in education, which is two points less than the 95% average enrolment rate of Jordanians, aged 5-15 years. Such two-point gap evidently shows the increasing risk of dropping out education as youth proceed to higher grades. According to the population census 2015, 38,541 youth (aged 12-15 years) are not enrolled in education, 26695 out of them have been enrolled in education and dropped out.

Nonetheless, the performance assessment of already enrolled students indicated a significant decline over last few years, as in TIMSS 2015 13-year-olds students (8th grade) scored 386 points in mathematics and 426 points in science. These results showed 20 and 23 points drop in mathematics and science respectively, compared with TIMSS 2011 results (TIMSS, 2015). Likewise, PISA 2015 test results gave an additional evidence for declining performance: 15-year-olds students scored 409 points in science, 380 points in mathematics and 408 in reading, compared with 422, 384 and 384 respectively in PISA 2006. The only improvement occurred for reading of 7 points improvement, but still 85 points behind of OECD average (493) (PISA, 2015). PISA 2015 results indicated an additional concern about the gap between boys' and girls' performance, as girls performed better than boys with a statistically significant difference of 39 points in science, 14 points in in mathematics and 72 points in reading (PISA, 2015).

	PISA 2015		Girls' and boys' results difference in PISA 2015		PISA 2016
	Jordan	OECD average	Jordan	OECD average	Jordan results
Science	409	493	39 (for girls)	3.5 (for boys)	422
Mathematics	380	490	14 (for girls)	8 (for boys)	384
Reading	408	493	72 (for girls)	27 (for girls)	384

Source: PISA 2015

As a part of educational curriculum, civic education is taught once a week to Grades 5-10 students, aiming to develop good citizenship among students and to strengthen the sense of loyalty and belonging to their country and to the Arabic and Islamic nation (Touqan, 2005; cited in Kubow & Kreishan 2014). However, there is no evidence of active practices of students' parliaments in public

schools, which remain as gap in ensuring quality opportunities to build a sense of their democratic citizenship on the level of school community. UNRWA schools demonstrate a very structured programme run to ensure student voice and representation as part of human rights education activities.

UNRWA School Parliaments: giving students a voice

UNRWA has developed school parliaments as part of its human rights education programme, giving students chance to learn the meaning of citizenship, particularly the balance between their duties and their rights. School Parliament membership is open to students, who can gain their peers' votes through campaigning and using various methods to mobilise their votes, including banners and school radio broadcasts.

The school parliament's work is designed to give students an effective role in school life, and the decisions and advice to school leadership from parliamentarians can have a positive impact on student life and school activities, in addition to the local community. Participation in school parliaments also helps to teach the children important civic and social skills, including leadership, participation, decision-making and communication. Such school parliaments ensure a rights-based schools, where student enjoy freedom of expression and have chances to freely exchange ideas, communicate with others and participate in decision-making processes. Through student parliament, student practice their belonging to their school community, are proud of their Palestinian identity, and respect and value cultural diversity.

On the level of youth affiliation and engagement with civic groups, only 3.8% and 1.3% of surveyed youth (10-24 years) were members in scouts' association and student unions respectively (Shtewi, 2015). Overall, their involvement with youth centers or youth initiatives is weak, with 5.5% and 1.1% respectively (Shtewi, 2015). Top reasons for their engagement varied around skills development, new friendships, employment opportunities and spending leisure time (Shtewi, 2015). Moreover, schools were evident reason to motivate youth engagement, as indicated by 14% of youth engaged with student unions, 5.5% of youth engaged with community serving, and 5.2% of engaged youth in Scouts (Shtewi, 2015).

According the Labor law (Law No.8/ 1996), youth below 16 years old are not allowed to get employed. Only youth aged 16 –and 17 years old are entitled to get employed with conditions of not exceeding more than 36 hours per week and not involving any hazardous work[7] that might be harmful to the child's physical, social or psychological development. Otherwise, it is considered

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[7]**Hazardous work** according Ministry of Labor (Article 74 of Labour Law No. 8 of 1996) is work that involves the use of dangerous machinery and equipment; the use and manufacture of explosives; working with fire, gas or chemicals; guarding duties; work that requires excessive physical or repetitive effort; work that takes place in dusty, noisy, extremely hot or cold, or otherwise unhealthy environments; work that takes place underwater; work in mines and at construction sites; and work in hotels, restaurants, clubs and nightclubs.

'Child Labor'. Nonetheless, the National Child Labor Survey - NCLS (2016) accounted 55,492 cases of Jordanian child labor, of which 33,509 are hazardous child labor cases.

On the level of students' health, the Comprehensive Periodical Medical Examination of school students (2014/2015) found 29,244 discovered diseases out of 413646 total examined students (7%), the most common disease Ear, Nose and Throat (9,877 cases) (DoS, 2015a). In addition, youth's inclination to learning by practice might expose them to danger, such as smoking cigarette or Argileh (water pipes). More than 25.2% of youth (13–15 years of age, 34.8% boys, 17.8% girls) had smoked cigarettes, while more than half (53.6%) of youth have been affected by passive smoking (WHO, 2015). Jordan National Anti-Smoking Society (2016) estimated around 23% of Jordanians between the ages of 13 and 15 smoke Argileh (Jordan Times, 2016). Moreover, 85.2% of youth, aged 11–17 years (82.3% boys, 88.9% girls) does not do sufficient physical activity to maintain their health (WHO, 2015).

Government health reports indicate that about 40% of Jordanian adults are overweight and child obesity stands at more than 50% (Nahhas, 2017). Jordan ranked fifth among the top "fattest" countries in the world in 2016 with 34.3% of the society considered overweight. For example, a study conducted on adolescents aged 13–16 years in Irbid governorate indicated a prevalence of overweight and obesity by 24.4% (15.7% overweight and 8.7 % obese) and was significantly higher among female students, students who lived in urban areas and those with working parents (Darabkeh, 2010). Another study conducted in the Greater Amman indicated overweight and obesity were 36.2% and 9.9 % respectively (Hammad, 2016).

Youth provide a unique status within the public health insurance system, boys are covered under health act no. 83/ 2004 until 18 years old. For the civil health insurance to further continue, university/college registration is required, which covers the student up to 25 years old. While this is the case for young males, the insurance instruction continue to provide health insurance to females as long as they are not married. Upon marriage, women will be automatic

ally cover under the spouse civil health insurance (if available). For Jordanian women who marry foreigners, unless, other means or insurance schemes apply on her spouse, she will no further be a beneficiary of the civil health insurance if she does not work.

The table below exhibits the various entitlements the youth acquire during age 12 – 15 years and achievements. In addition, it highlights possible risks and vulnerabilities young people may be exposed to:

Youth, aged 12 – 15 years
Entitlements and transitions

- **Compulsory Education:** Youth are entitled with compulsory education till the age of 15 years.
- **Protection from Child Labor:** the minimum age of employment in Jordan is 16 years, any form of work below age of 16 is considered as child labor according Labor Law (Law No. 8/1996)

Possible vulnerabilities and challenges

- **Dropping out education:** 38,541 Jordanian youth (aged 12-15 years) are not enrolled in education; 26,695 of them have been enrolled in education and dropped out, according to the population census 2015 (DoS,2015b). The profiles of out-of-school Jordanian children are children from poor socio-economic backgrounds, child laborers; and children with disabilities. (UNICEF, 2014).
- **Disability and access to education:** There is no age-aggregated statistics about total disabled youth and their access to education, but DoS indicated that 22% of disabled Jordanians had not ever enrolled in education (2016c). On the other hand, 16,870 children with disabilities (below age 15 years) are enrolled in MOE public schools (UNICE, 2014).
- **Conditionality of health insurance**: Youth, aged below 18 years, are only covered by health insurance as long as they are enrolled in education or through one of the parents health insurance scheme. After 18 years, male's health insurance depends on their employment conditions. Only girls continue to be covered by parents' insurance till they get married. Accordingly, those who drop out education or not unemployed are left without health insurance:
- **Child labor:** According to NCLS (2016), 55,492 cases Jordanian child labor, and 60% involved hazardous work (NCLS 2016). Boys are more exposed to child labor (88.3%) (NCLS, 2015).
- **Legal prosecution liability for unlawful acts:** At age of 12 years, youth are liable for criminal prosecution of their unlawful acts. In 2015, Juveniles committed 2,444 crimes, which increased 2.7% in comparison with 2014 (Public Security Department, 2016)
- **Poor boys' performance in education:** PISA 2015 results indicated an evident gap between boys' and girls' performance. Generally, girls performed better.
- **Smoking cigarettes &Argileh:** children usually start smoking between ages of 9 and 12 (Jordan National Anti-Smoking Society, 2016 - –Jordan Times, 2016). More than 25.2% of youth (13–15 years of age, 34.8% boys, 17.8% girls) had smoked cigarettes, while more than half (53.6%) of youth have been affected by passive smoking (WHO, 2015).
- **Cyber abuse risk:** More than half (55.7 %) of youth of surveyed youth (10-14) can use internet (Shtewi, 2015). Young people, mostly girls at this age are liable to abuse, sexual harassment and slander. As per an article in Alrai, there are no detailed statistics about child cyber abuse, the cyber-crimes in general increased about two thirds between 2012 and 2014 (Alrai, 2015).
- **Insufficient physical activity:** 85.2% of young people, aged 11–17 years (82.3% boys, 88.9% girls) do not do sufficient physical activity to maintain their health.
- **Ear, Nose and Throat diseases** are the most common at this age (DOS, 2015a)

| **Increased risk of non-communicable diseases** due to obesity and overweight |

Youth between the ages 16 – 18 years

According to the last population census 2015, Jordanian youth who are aged 16 -18 years constitute 6% (399,137) of total Jordanians inside Jordan (6,578,636) (DoS, 2015b). Only 65.1% of boys and 73.1% of girls at that age pursue their secondary education (DoS, 2015b). Throughout the years 2006 -2015, the gross enrolment rate of secondary education has dropped from 92.6% to 72% in 2015 (HRD, 2016:92), which resulted in increasing number of limited skilled workers who joined labor force who only hold minimum basic education qualification that could poorly contribute to aspired national development. Out of those who chose to purse secondary education, only 14% enroll in vocational divisions, while majority pursue academic divisions. (MOE, 2015). Girls comprise around one third of vocational students and they chose females-only vocational divisions such as child-raising and home economics in addition to garments industry (NCHRD, 2015).

Only 85.4% of enrolled secondary education students completed their term and took Tawjihi (Higher Secondary Education) exam in 2015 (MOE, 2015), and the overall success rate was reduced to 41% (HRD,2016). Throughout 2005 – 2015, Students' success rate in most of divisions of secondary education (MOE, 2015) dropped from 51.8% in 2006 to 18.8% in 2015 (MOE, 2015). After passing Tawjihi exam, young people (18 years) start to enroll to higher education, either universities or community colleges. 33.3 % is male enrolment rate, while female enrolment rate is 37.9% in higher education (DOS, 2016a).

As an alternative pathway to secondary education, young people can get qualified for employment, young people are eligible to apply for Vocational Training Corporation (VTC), as well as they can be eligible at the age of 17 years and 3 months to be enrolled in National Company for Employment and Training (NET). However, the number of young people who join the vocational trainings is still limited. In 2015, only 16,477 young people joined various vocational training (15,277 (30% girls) at VTC, and 1200 at NET) (NCHRD, 2015; NET, 2017).

On the other hand, young people aged 16 - 17 years old, are entitled to get employed with conditions of not exceeding more 36 hours per week and not involving any hazardous work[8] that might be harmful to child's physical, social or psychological development, otherwise it is considered 'Child Labor'. According to NCLS (2016), total Jordanian working children (below 18

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[8]Hazardous work according Ministry of Labor is such work involves the use of dangerous machinery and equipment; the use and manufacture of explosives; working with fire, gas or chemicals; guarding duties; work that requires excessive physical or repetitive effort; work that takes place in dusty, noisy, extremely hot or cold, or otherwise unhealthy environments; work that takes place underwater; work in mines and at construction sites; and work in hotels, restaurants, clubs and nightclubs.

year) is 60,787 and only 5,295 (8.7%) of them were considered child labor or did not involve any hazard work. On the other hand, over 71 % of 33,509 hazardous child labor, were aged 15-17 years (NCLS 2016). While the most child workers are boys, the girls comprised the largest share of unpaid family workers (71 % of all female child workers) (NCLS 2016). The highest number of child workers is in Amman (27,651) but still 1.65% below the national average of children workers-population ratio (1.89%), while the highest child worker –population ratio is in Karak (4.2%), Ma'an (3.2%), Ajloun (2.9%), Aqaba (2.9 %), Jerash (2.8%), Tafeileh (2.8%) (NCLS 2016).

On level of civic rights, when youth turn 16 years, they are entitled to issue a National ID card. Holding an ID card implies a kind of formal recognition and embarks new stage of youth relation with state institutions. Moreover, the interpretation of Elections Law (Law 6/2016) stated the age of 17 years and 90 days as minimum voting age, which enfranchised approximately 200,000 additional first-time young voters during this election (IEC, 2016 and IFES, 2016). Once they turn 18 years, they become eligible for further rights, such as establishing NGOs, political parties and companies, getting loans and grants from student support fund, and joining armed forces.

Regarding health issues, 85.2% of young people (11-17 years) do not perform sufficient physical activities to maintain healthy life (WHO, 2015). In addition, smoking is a wide prevailing risk at this age, as 86% of youth smokers reported that they had started to smoke cigarette before age of 18 years (Shtewi, 2015). On another level, despite the minimum age of marriage is 18 years, the law authorizes judges in exceptional cases to acknowledge early marriage in the age of 15 years. Therefore, young girls are more likely than boys to be exposed to the risk of early marriage before 18. According UNICEF (2014), 10% of girls are married before turning 18 years (HRD, 2016:100). The population census of 2015 indicated the magnitude of early marriage risk, as 16,019 young females in age of 15 – 18 years got married, mostly in Amman, Irbid and Zarqa (DoS, 2015) 11.6% of those early married young females got divorced shortly (DoS, 2015a).

The table below exhibits the various entitlements they youth acquire during age 16 – 18 years. In addition, it highlights possible risks and vulnerabilities they may be exposed to:

Youth, aged 16 – 18 years
Entitlements and transitions
▪ **Eligible to work:** Youth are eligible to work, but not more than 36 hours per week, and not involving any hazardous work.
▪ **Minimum Marriage age:** 18 years is the minimum age for marriage, exceptional cases can marry by 15 years, depending on judges' decision.
▪ **Eligible to join vocational training:** at the age of 16 years, youth are eligible to apply for VTC trainings and eligible to join the National Company for Employment and Training at the age of 17 years and 3 months.
▪ **Eligible to vote in public elections:** Once youth turn 17 years and 90 days they gain the right to vote in public elections.

- **Eligible to join political parties, NGOs and labor unions:** Once youth turn 18 years, they become eligible to join political parties, NGOs and labor unions.
- **Eligible to join Armed Forces:** When youth turn 18 years, they join Armed Forces. For many of them, it is considered as employment opportunity and achieving some sort of stability.
- **Getting loans and grant:** At the age of 18 years, youth are eligible for agricultural and commercial loans to start their own business.
- **University study grants and loans:** At the age of 18 years, youth can apply to Student Support Fund to obtain a grant or a loan to cover their university fees.

Possible vulnerabilities and challenges

- **Secondary Education retention:** MOE Statistics indicate youth who are attending lower secondary school level have a higher risk of dropping out (5.6 per cent) than youth attending basic education level (2.9 per cent) due to several factors, such as child labor and low performance. (UNICEF, 2014).
- **Out of secondary education:** 21,234 (4.2 per cent) of lower secondary aged youth are out of school.
- **Smoking cigarettes & *Argileh*:** 86% of youth smokers started to smoke cigarette before age of 18 years (Shtewi, 2015).
- **Less skilled workers:** Those who drop-out education or stop at secondary education level are less skilled workers who enter employment lacking skills and qualifications that labor market needs.
- **Lack of options in case failing Tawjihi Exam:** Those who cannot manage to pass Tawjihi are left without alternatives to pursue their journey to employment.
- **Child labor:** According to NCLS (2016), 55,492 cases Jordanian child labor, and 60% involved hazardous work (NCLS 2016). Boys are more exposed to child labor (88.3%) (NCLS, 2015).
- **Hazardous child labor:** over 71 % of 33,509 hazardous child labor, were aged 15-17 years
- **Conditionality of health insurance:** Adolescents' health insurance in this age is conditional on one of parents' insurance.
- **Wait-hood after VTC training:** Commonly, VTC students finish their training at age of 17 years. However, they are not fully eligible to get employed, unless they turn 18 years.
- **Early marriage age is 15 years:** 2015 census showed that only 68 girls and 16 males of 13-15 years old got married. Despite the minimum age of marriage is 18 years, the law authorizes judges to acknowledge marriage in some exceptional cases in age of 15 years old.
- **Insufficient physical activities:** the prevalence of insufficient physical activity comprises 85.2% among youth, aged 11–17 years (82.3% boys, 88.9% girls) (WHO, 2015).

Youth between the age 19 – 24 years

According the last population census 2015, Jordanian young people who are aged 19 – 24 years constitute 11.85% (780,087) of total Jordanians inside Jordan (6,578,636) (DoS, 2015b). Only 33.3 % of boys and 37.9% of girls at that age are enrolled in higher education institutions (DoS, 2016). 93% of higher education students chose to go for universities, while only 7% went for community colleges (NCHRD, 2015). Social Sciences, Business & Law' and 'Engineering, Productive Industries & Construction' are the most chosen specialization among either universities or community colleges students (24.7% & 19.5% in universities, and 29.5% &25.5% respectively (NHCRD,2015).

Examining the admission policies of public universities, not all students are admitted according unified competitive rules. According to HRD (2016), only half of students were admitted on competitive rules of education attainment, while other half was admitted on basis of exceptional lists and quotas. Moreover, public universities allocated 21% - 60% seats (depending on majors) for parallel admission that privileges students who could pay higher fees (HRD, 2016). For example, 60% of total enrolled students in dentistry were admitted through parallel admission, while only 21% of engineering students.

During the last few years, universities witnessed a significant increase of violence behaviour among students. In Nov. 2016 studying activities were suspended in University of Jordan as result of violent fights on campus. Throughout 2010 - 2013, 296 violent fights took place inside public and private universities, resulting in 7 deaths, and 244 injuries (31 severe, 57 moderate and 155 slight injuries), in addition to property damage (Jordanian Political Science Association, 2014; cited in Jordan Times, 2014). Only in 2013, 93 campus violent clashes were reported and five students were killed as a result (Thabhtoona, 2014).

Annually, over 60,000 youth graduate from higher education institutions to join the labor market (HRD, 2016). 63.8 % of surveyed youth (15-24) preferred to work in public sector (Shtewi, 2015), while the private sector is the main employer of youth, aged 15-24 years. According to Shtewi (2015), 86% of employed youth (15-24 years) work in private sector. However, half of university and college graduates (31,488) in 2015 submitted applications to the Civil Service Bureau (CSB) in order to get employed in public sector. Both young men and women tend to find a job in the public sector due to several reasons related to anticipated benefits, including job security, shorter working hours, health insurance and social security benefits, as well as the level of average wages in the public sector is higher than the private sector (MOL, 2012; Brown, 2014). According to the Population Census 2015, only 45% of Jordanian youth, aged 20-24 years, is economically active, but almost one third (34.8%) of them are unemployed (DoS, 2015b). Over half of the surveyed youth spent a year or more unemployed before getting employed (SWTS – 2013). Moreover, female labor participation rate was limited to 19% (DoS, 2016b).

On civic engagement level, 51.7 % of surveyed youth (18-24) indicated that they have never discussed political issues with their friends and only 13.2% who often discuss these issues with

their friends (Youth Survey, 2016). Only 7.6% of surveyed youth (18-24) have searched for volunteers' activities over previous year (Youth Survey, 2016). 47.7% of youth, who sought volunteers' activities, searched in their universities, while 29.4 searched in NGOs (Youth Survey, 2016). Youth, aged 17 – 30 years, constituted the highest participation rate in 2016 parliamentary election, as 35,65% of total actual voters (IEC, 2016). In a more narrowed youth age view, 27.8% of surveyed youth (18-24) participated in last parliamentary elections of 2016 (Youth Survey, 2016), which holds a great opportunity to encourage more youth to get actively egged with similar political activities. According to IEC (2016), young female participation in voting for this election was a quite even to male rate. On the level of student unions, only 20.4% of surveyed youth (18-24) participated in student union elections (Youth Survey, 2016). Each university has regulations to organize the formation and work of student union. However, only 22 of 28 public and private universities held student union election. Moreover, Jordan universities Law (Law No.20/2009) allocated two seats of each university councils to students, one of the university's students and one for recent graduates.

Regarding health issues, the average of first marriage age of young females in Jordan is 21.2 years (DoS, 2016). The prevalence of anemia in women of reproductive age (15–49 years) is 33.5% (WHO, 2015). The national youth survey indicated that 70.5% of surveyed youth (15-24) did not hear about Sexually Transmitted Diseases (STDs), while only 11.5% of them did not hear about HIV/AIDS (Shtewi, 2015). The risk of smoking cigarettes or *Argileh (water pipe)* still prevails among 75% and 71.3% of surveyed youth (15-24) who indicated that they know peers who smoke cigarette and *Argileh* respectively (Youth Survey, 2016). In addition, substance abuse either smoking Hash & Marijuana, or inhaling oil, paint and glue, emerges as a serious risk at this age. Most of adult drugs addicts indicated that they started using drugs at the age of 19 years. Latest evidence shows that about 7% of surveyed youth (15-24) abuse Hash & Marijuana, and another 6% inhale oil, paint and glue (Youth Survey, 2016). In addition, 10% of surveyed youth (15-25) know others peers who drink alcohol (Youth Survey, 2016).

Moreover, at this age non-communicable diseases emerge real threats to youth's health. In 2007, the Stepwise Household Surveillance Survey found 86,000 (4.5%) and 123,000 (6.2%) of youth, aged 18 years to 34 years, were diagnosed with hypertension [9] and diabetes respectively (EMPHNET, 2013). Moreover, 99,000 (5.2%) of youth had High Blood Cholesterol level. The most shocking facts tell that more than one-fourth of youth (553,000) were labelled as overweight and the prevalence of obesity reached 18.2% (349,000) (EMPHNET, 2013). On mental health level, youth, aged 18 – 27 years old, constituted the highest percentage of people who committed suicide in Jordan (Al Majali & Al Dmour, 2012). According Public Security Department (2016), the number of Jordanians who committed suicide increases annually, as 113 Jordanians committed suicide in 2015, the number was 100 in 2014 (Saraya News, 2016). Also, a more recent report

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[9]According WHO (2015), Hypertension (Raised Blood Pressure) affects 18.9% of Jordanians above 18 years (21.1% males and 16.5% females).

indicated that 2016 witnessed 117 cases of committing suicide, 91 were males and 26 females (Alghad, 2017).

In regard to unintentional injuries, road accidents constitute additional risk for youth, as 27.8% of road deaths and 35.2% of acute injuries in 2015 occurred to youth, aged between 12 and 29 years old, mainly males (Public Security Department, 2016).

Accordingly, the table below exhibits the various entitlements they youth acquire during age 19 - 24 years. In addition, it highlights possible risks and vulnerabilities they may be exposed to:

Youth, aged 19 – 24 years
Entitlements and transitions
At this age, youth enjoy all the entitlements over the earlier stages, especially all those with discrepancies and exceptions. Youth become fully eligible by turning 18 years to work, marriage, voting and other civic rights of joining political parties, NGOs and labor unions. - **Student union at Universities:** Universities students are entitled to elect student unions to represent their voice and defend their rights. - **Two seats are allocated within university councils for students:** Jordan universities Law (Law No.20/2009) allocated two seats of each university councils to students, one of the university's students and one of recent graduates.
Possible vulnerabilities and risks
▪ **Unequal access to university:** only half of students were admitted on competitive rules of education attainment, while other half was admitted on basis of exceptional lists and quotas (HRD, 2016). Moreover, public universities allocated 21% - 60% seats (depending on majors) for parallel admission that privileges students who could pay higher fees (HRD, 2016). ▪ **Violence in universities:** Throughout 2010-2013, 296 violent fights took place inside public and private universities, resulting in 7 deaths, and 244 injuries (31 severe, 57 moderate and 155 slight injuries), in addition to property damage (Jordanian Political Science Association, 2014; cited in Jordan Times, 2014). Only in 2013, 93 campus violent clashes were reported and five students were killed in result (Thabhtoona, 2014). ▪ **Low female labor participation:** females constitute only 19% of labor force, which indicate limited opportunities for female employment. ▪ **Health insurance conditions:** after 18 years' age, if boys are not enrolled in further education, they lose their health insurance, while girls continue to be covered by parents' health insurance (if any) till they get married. ▪ **Insufficient physical activity** continues as possible risk that threaten to youth's health, as indicated 85.2% among youth, aged 11–17 years (82.3% boys, 88.9% girls), do not perform sufficient physical activity to maintain their health (WHO, 2015). ▪ **Non-communicable diseases** start to threaten youth's health. In 2007, 86,000 (4.5%) youth (18-34 years old) was diagnosed with Hypertension, 123,000 (6.2%) with Diabetes,

99,000 (5.2%) had high blood cholesterol level, more than one-fourth of youth (553,000) were labelled as Overweight, and18.2% (349,000) with Obesity (EMPHNET, 2013).

- **Mental health problems and committing suicide:** 113 Jordanians committed suicide in 2015 (Public Security Department, 2016). more recent report indicated that 2016 witnessed 117 committed suicide, 91 were males and 26 females (Alghad, 2017). Youth, aged 18 – 27 years old, constituted the highest percentage of people committed suicide in Jordan are youth aged (Al Majali & Al Dmour, 2012).

- **Road injuries:** 27.8% of road deaths and 35.2% of acute injuries in 2015 occurred to youth, aged between 12 and 29 years old, mainly males (Public Security Department, 2016).

- **Lacking reproductive health education:** The average of first marriage age of young females in Jordan is 21.2 years (DoS, 2016). However, 70.5% of survey youth (15-24) did not hear about Sexually Transmitted Diseases (STDs).

- **Girls' anemia:** The prevalence of anemia in women of reproductive age (15–49 years) is 33.5% (WHO, 2015)

- **Unemployment among university graduates** (Graduates oversupply)**:** over 60,000 youth get graduated from higher education institutions to join employment sector (HRD, 2016). According the Population Census 2015, 45% of Jordanian youth, aged 20-24 years, is economically active, but almost one third (34.8%) of them are unemployed.

- **Smoking cigarettes or *Argileh*:** The risks related to cigarettes and *arghileh* smoking continues as 75% and 71.3% of surveyed youth (15-24) are in contact with peers who regularly smoke (Youth Survey, 2016)

- **Drugs, substance abuse and alcohol:** Most of adult drugs addicts indicated that they stated to using drugs at the age of 19 years. 7% of surveyed youth (15-24) abused Hash & Marijuana, and another 6% inhaled oil, paint and glue (Youth Survey, 2016). In addition, 10% of surveyed youth (15-25) know others of their peers who drink alcohol (Youth Survey, 2016).

Youth between the ages 25 – 30 years

According to the last population census 2015, Jordanian youth who are aged 25 – 30 years constitute 8.73% (616,449) of total Jordanians inside Jordan (6,578,636) (DoS, 2015). At this age, youth tend to move towards independence from their families and attaining a level job stability that enables them to do so, especially if they get married. The average marriage of young males in Jordan is 25.5 years, while females marry on average 21.2 years (DoS, 2016a).

The Jordan population census 2015 indicated around 63% of youth, aged 24-29 years, are economically active (DOS 2015b). At this age, female labor participation reached the highest level - 37% (DOS 2015b), while the overall female participation is reduced to 21% (DoS, 2015b). On the other hand, unemployment impacts 17% (89,141) of the total economically active youth at this age (519,028) (DoS, 2015). Further evidence indicated that 53% of unemployed youth (25 – 29 years) were females.

Obtaining a decent job with social security is the most common concern among young people. The majority of the population including youth are working mainly as waged and salaried employees in the public and private sector as per DOS statistics (2016b) while self- employment does not contribute a significant share in the market with very low female participation (DOS, 2016b). Youth also in Jordan tend to seek jobs mainly in the public sectors for several reasons related to cultural and the fringe benefits including job security, shorter working hours, health insurance and social security benefits (MOL, 2012; Brown, 2014). Thus, creating long queues and increasing applications to the Civil Service Bureau.

Causes and challenges of unemployment is related to several issues that cut across policy dimension. The most important socio-economic problem refers to the mismatch between the output of educational systems and market demand, lack of necessary skills (mainly due to weak collaboration and coordination between education sector and labor market); lack of necessary market skills (Identity Center, 2015); market demand on lower skilled labor and technicians (E-TVET, 2014); low-cost of foreign labor; poor mobility and transportation networks is a prohibiting factor especially among young females.

On civic rights level, by the 25th year youth get entitled to run for Municipal and Governorate Council elections, which enable them to join public decisions making structures. Youth also become eligible to establish sports clubs and youth agencies. However, only 2.3% of surveyed youth (below 29 years) were members of youth/cultural/sports organizations, according Arab Barometer (2013). Moreover, by turning 30 years, youth became eligible to run for parliamentary elections.

Regarding health issues, youth aged 18 – 34 years face an increasing risk of non-communicable diseases, such as hypertension, diabetes, high blood cholesterol, overweight and obesity (as indicated in the earlier section Based on measured weights and heights of participants, more than one-fourth (28.8%) were labelled as overweight while the prevalence of obesity was 18.2% (EMPHNET, 2013). Table below shows a projection in thousands of expected number of youth (18-34) who could be diagnosed with these diseases if the prevalence rates kept same.

Projection of prevalence of non-communicable diseases among youth (18-34) [According to the Intermediate Population Projection Scenario - optimistic]		
Non-communicable Disease	2007 (in thousands)	2030 (in thousands)
Hypertension	86	117
Diabetes	123	167
High blood cholesterol	99	136

Overweight	553	755
Obesity	349	477

Source: HPC, 2013

Accordingly, the table below exhibits the various entitlements they youth acquire during age 25-30 years. In addition, it highlights possible risks and vulnerabilities they are exposed to.

Youth, aged 25 – 30 years
Entitlements and transitions
- **Master & PHD grants:** Youth are entitled to receive grants to support their post-graduate studies, with conditions of 30 years old as maximum age for masters and 35 years for PHD.   - **Running for Municipal Elections**: By turning 25 years, youth became eligible to run for the Municipal and Governorate Council Elections.   - **Running for parliamentary elections:** at the age of 30 years old, youth became eligible to run for parliamentary elections
Possible vulnerabilities and challenges
- **Transportation and mobility** poses a significant barrier to youth opportunity of employment.   - **Non-communicable diseases** undermine youth opportunity to live healthy life and will eventually impact their future.   - **Female labor participation** is significantly low as 21%. However, it reaches highest level as 37% at the age 25-29 years. It remains limited to the contribution that worn can add to the economy.

3. Section Three: A review of state level youth-related policies and interventions

3.1 National youth-related policies and interventions trends

Overall Jordan witnessed significant strides in youth development and welfare over the past two decades that are manifested in a set of nested contexts that youth grow in. Royal directives have brought a growing recognition of the importance that youth and their role in sustainable development urging the whole-government to respond to youth needs, aspirations and realize them as potentials and national asset and emphasizing the importance of joint public-private partnership.

Youth-related policies and national overarching strategies have pointedly highlighted youth as a significantly population. Youth in Jordan also enjoys myriad services and facilities particularly by the Ministry of Youth that operates around 190 centers covering all governorates, Ministry of Education and Ministry of Labor. A wide multitude of interventions, services, programmes and projects are implemented in Jordan also by NGOs and CSOs promoting diverse forms and broad range of areas and topics and wide variety of types of activities for young people. The following section displays the key national directives addressing youth in particular and examines a non-exhaustive list of interventions[10]. A total of 114 youth-related interventions carried out by government and non-governmental organizations were mapped. The list of interventions represent the organizations that responded to the questionnaire and does not present a full comprehensive mapping of all interventions and programmes geared towards youth in Jordan.

3.2 Education Sector: overview of national policies

Being a student is an inventible stage that all youth pass through their life course, which poses the importance of educational institutions as one of main settings where youth learn, grow and explore life. In Jordan, education usually extends till the age of 24 years to complete a post-secondary education, depending on the kind of study. Therefore, education is mainly considered as a youth serving sector. Almost one of third of Jordanians are enrolled in different education stages. Total number students 2014/2015 in all stages of education 2,021 thousand, which comprises almost 31% of total Jordanians[11] (NCHRD, 2015).

The Ministry of Education runs 54% of total 3,716 public schools that serve 67% of total students, while the remaining are private school. The table below shows that other ministries also run limited number schools such as Ministry of Awqaf & Islamic affairs (4 schools), Ministry of Higher Education (6 schools), Ministry of Social Development (102 schools) and Ministry of Defence (36 schools).

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[10] Interventions for the purpose of this report includes services, mainstreamed programmes as well as long term projects that cover 3 years and above in Jordan.
[11] According last census in 2015, total of Jordanian population are 6,613,587 (DOS, 2016).

Table 1: Schools, students and teachers in Jordan 2014/2015

Supervising authority	Schools number
Ministry of Education	3,716
Private Education	2,763
Ministry of Awqaf& Islamic affairs	4
Ministry of Higher Education	6
Ministry of Social Development	102
Ministry of Defence	36
UNRWA	175
Total	**6,802**

Source: MOE, 2015

The legacy of limited national resources has contributed in boosting a national commitment towards human resources development and education reforms. King Abdullah II published the 7th Discussion paper, titled '*Developing Human Resources and Education Imperative for Jordan's Progress'*. King Abdullah II emphasized that schools, vocational training centers and universities should identify students' interests, harness their talents and build their capacities. In that sense, education institutions act as incubators of change that contribute to graduating students who know how to think, how to learn, how to seize opportunities and how to develop innovative problem-solving skills.

In March 2015, King Abdullah II, instructed the Government to establish a national committee[12] for human resources development. The direction was to create '… *an integrated, comprehensive, strategic and well-defined system for human resources development … a clear framework for all sectors concerned with education, in line with the 10-year economic blueprint (2015-2025) and The National Employment Strategy's executive plan*' (Petra News, 2015). This strategy proposed a broad understanding for education as *'HRD System'* that contributes to delivering a workforce with the skills, qualifications, capabilities and behaviors necessary to achieve Jordan's economic and societal ambitions. This system comprised of early childhood education and development, school level education from grades 1-12, technical and vocational education and training as well as higher education.

Jordan's *Vision 2025* described education as 'one of Jordan's national assets' and emphasized on the salient linkages exist between the education system and the economy, whereby the education is seen as the solution to a wide range of economic problems.

The sector policy is based on adopting the recommendations of the *National Strategy for Human Resources Development (2016-2025).* The HRD Strategy (2016-2025) did not propose any substantial change in the structure of education in the sense of education pathways offered to children and youth in Jordan. The existing structure is redundant. However, much reform actions were

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[12]The committee included academics, private sector representatives, educators, practitioners, x-ministers

proposed to make the existing structure work better and more efficiently. The main sector priorities focus on ensuring equal access to education for all students; providing international best practices; empowering institutions to take responsibility for their performance through delegating responsibilities and decentralizing decision making; incorporating innovative and creative approaches using technologies to achieve the required results.

In relation to national policies and directions directly affecting students, the National Strategy for Human Resources Development (HRD, 2016 – 2025) indicated various interventions that can be summarized as follows:

Student guidance and career counselling
- Guiding students to post-secondary tracks and majors that match their abilities and aspiration, while reducing the number of students enrolled in universities who are not fully aware of alterative options and future job opportunities.
- Provide guidance and information related to career paths at schools, link to wider opportunities for education as well as high quality vocational and technical training within post-secondary and higher education levels.
- Collect and distribute accurate data about employment outcomes from various majors at each university.
- Provide grants and other forms of financial support and incentives for those enrolled in technical and professional majors.

Expanding national level General Equivalency Diploma System
In purpose of covering all out-of-school children and youth, the MOE works on integrating Non-Formal Education (NFE) in its strategic plan, along with accrediting NFE schools and developing needed Human resources.

Among designated action of this reform:
- Reform legislation to enable certification of NFE to enter the Tawjihi stream and accreditation of schools that offer NFE.
- Increase NFE accredited schools.
- Develop NFE curriculum.
- Develop online teaching courses and teaching material to enable community members to provide informal education in addition to formal education, or where formal education is unavailable in the short term.

Modernizing and aligning Tawjihi and other key assessments
- Previous Tawjihi reform efforts have focused on procedural issues but have not addressed challenges like the over emphasis on rote memorization and high stakes nature of examinations (Obeidat and Dawanzi, 2014; cited in HRD, 2016)

- Develop assessment system that is both formative and summative that accurately measures the progression and performance of each cohort between Grades 1-12.

Unifying admissions system for undergraduate degrees

Establish a unified system based on merit for admission to universities in order to achieve equality and equal opportunities through restructuring admission exceptions and the elimination of unfair privileges applies in the parallel programme. The need to cancel the parallel programme in public universities arises from its conflict with the principles of equity and equality of opportunity as confirmed by the Jordanian constitution. Also, Jordan Vision 2025 stressed its commitment to supporting university admissions mainly on merit. The HRD strategy states KPIs as the percentage of students admitted with less than minimum entry requirements: 50% reduction in entrants below minimum standards as 5-year target, while the 10-year target is *'No students entering below minimum standards'.*

Gradual phasing out of Universities' parallel programme

Over 8 years, starting in the academic year 2017/2018, a set of reform actions will be taken to phase out of parallel admission to universities and ensure all students can equally enroll in higher education on fair and merit-based conditions. These reform actions were prescribed in HRD strategy (2016 – 2015) as following:

- Reduce the number of student enrolled through parallel programme by 12.5% over eight years, reaching a total of 5,550 students in the final year from an original total of 44,400 in 2016.
- In the first year that the reform is implemented, universities income will be reduced by JOD 17 million. By year eight reduction in universities' income will amount to JOD 138 million. The government will have to compensate universities to cover the income that universities will lose due to the cancelation of the parallel program reform plan.

Expanding students' financial assistance (The Student Aid Agency)

- Expand Student Support Fund services to become a financial institution – the Student Aid Agency - that supports students and is closely linked to banking section. The new entity should ensure that all qualified students receive the financial support they need to access Higher Education.
- As most parents cannot afford tuition fees, the current student support system is inadequate. The Student Support Fund currently provides loans and grants to about 40,000 students.

3.3 Overview of interventions trends in the Education Sector

Looking throughout the mapped interventions in education sector, these indicate efforts beyond students' performance and attainment issues, but rather work on addressing other elements that influence education process, such as schools' environment, education curriculum, as well as teachers' training and support qualifications. Holding all those inputs of education process exhibits a holistic understanding of education complexity that requires working on different aspects that

might not directly engage with student. However, they significantly impact the quality of their education experience.

In general, education interventions worked on three dimensions of education system – students, teachers and schools as follows:

On students' performance and learning experience level

Examining the details of mapped interventions reveals that early preventive interventions are being made before the age of 12 years to mitigate a possible decline of students' attainment in later stages. Specifically, Mardasiti develops remedial centers inside public schools where less preforming students (grade 1 – 7) can get additional support from trained teachers. Meanwhile, QRTA in partnership with MOE works on improving KG-grade 3 reading and math curricula along-with teaching instructions to ensure quality education. Other interventions, like after school extra-curricular activities, that start as early as children join schools and continue over the following years. These activities could be sports, music, performing arts, debates, film making and photography. However, the indicated number of total students who benefit from such interventions do not exceed few thousands which is still far from covering all students.

Furthermore, MOE in partnership with INJAZ developed the **National Programme for Financial Literacy Education** to integrate the financial culture as a basic subject in the school curricula for grades 7 through 12. The financial literacy education ensures students' capacity to make effective and sound financial decisions in their daily lives and in their practical future. Investment in financial literacy education attracted unconventional supporters such as Central Bank of Jordan and other commercial banks to back up education improvement interventions.

Away from conventional schools, those who are out-of-school are not missed out, they are offered second-chance opportunities of ***non-formal education*** (extends till 24 years) in community based centers. Non-formal education offers out-school youth to be reintegrated in the education system or enhance eligibility for other technical education opportunities. After students complete the non-formal education course, they can earn a certificate that enable them either to fulfil entry requirements to professional vocation training or to take grade 9 test as step to enroll home schooling for grade 10.

Most of education interventions are limited to basic and secondary education levels. One of the few higher education-focused interventions is led by MOHESR to promote technical education pathways in universities through constructing technical colleges and university sections, providing funds to technical colleges and universities as well as equipping them with required equipment, computers and tools. In addition, MOHESR provide new higher education entrants who are unable to afford universities fees with grants and loans to alleviate financial limitations on students' shoulders. The only other intervention on higher education level is NCHRD's programme of Re-Qualifying Community Colleges graduates that provides training opportunities for those

unemployed graduates (youth under 45 years), especially with high unemployed specializations, such as educational and humanitarian professions, in order to equip them with professional, functional and emotional skills that enable them to join the vocational or self-employment work.

On schools' environment and education system efficiency level

USAID supports MOE's plans to build, expand and refurbish schools in underserved areas in order to alleviate overcrowding and respond to the increasing number of students every year. While, Madrasati focuses on beautification and renovating the existing schools to make them safer, more stimulating and more appealing to students. Moreover, JEI works on developing technologically-savvy schools though ensuring schools are provided with ICT infrastructures, developing electronic learning resources and enabling educators and ICT graduates to integrate of ICT tools in education.

On another level, Madrasati offers grants from MOPIC to schools; enabling them to develop income generating projects that could serve surrounding community and enhance school-community connections. In addition, such alternative platforms bring students and teachers alongside principals to cooperating together in a way that could anticipate institutional changes inside schools' environment, according to Madrasati. In a similar take, QRTA develop Model Community Schools (MCS) that include reading clubs, Arabic Literacy Training and Community Parent School Coalition (CPSC) aiming to strengthen the partnership and mutual responsibility between the school and the community.

On teachers' training and support level

QRTA makes the major contributions in ensuring teachers are trained and supported enough to perform their tasks. As indicated in the mapped interventions of QRTA, Teacher Education Programme, work to ensure teachers have the basic skills and confidence to manage and facilitate conducive learning environments. In addition, International Baccalaureate (IB) Workshops are being conducted twice every year by QRTA to ensure professional development of teachers, as well as schools' coordinators and administrators. With the increasing number of refugee-students studying side by side their Jordanian peers, teachers' capacities were burdened with additional duties to ensure safe and inclusive learning environment for all students. Therefore, QRTA expanded their teachers' capacity building programme to be capable of providing needed psycho-social support and apply interactive pedagogy methodologies.

On another level, three interventions work on instilling teachers' self-worth and positive pride about their roles and contributions to schools and students. For example, Proud to be a Teacher – by Madrasati - supports teachers to recognize their critical role in education and encourage their creative talents and skills and how to make use of such talents in their teaching methods. Likewise, Queen Rania Foundation (QRF) in partnership with MOE initiated an annual award to honor distinguished public school teachers, as well as counsellors and principals across Jordan. Such

awards disseminate a culture of excellence and continuous development as distinguished educators get motivated to become agents of change in their communities.

The following table provides further details on the trends of the mapped interventions, targeted age brackets and segments as well as the settings that are approached for implementation. (For details of interventions, objectives, geographical outreach, targeted numbers and implementing organizations – please refer to annex 1).

Undertaken interventions across youth's Life-Cycle – Education Sector								
Trends of interventions	**Youth age stages** The two red lines indicate the margins of youth age definition according MOY (12-30 years)						**Targeted youth segments**	**Settings of intervention**
Education interventions trends								
	under 12	12 - 15	16 -18	19 - 24	25 - 30	Above 30		
Improving students' educational attainment							Students with weak attainment and performance	Public Schools
Summer physical training and skills development (grade 9 male students)		14					Grade 9 male students in public schools	Public schools
Students' financial literacy education							Students	Schools
After school extra-curricular activities							Students	Public schools
Non-formal education for drop-out students							Drop-outs students Not enrolled students	Community-base centers
Building capacity of community colleges graduates							Community Colleges graduates	Community colleges
Online education opportunities							Online students	Online platforms
Grants and loans to cover university fees							Public universities' students	Public universities

Renovating and maintaining education infrastructure and facilities						Students in public schools	Public schools
Supportive inclusive learning environment						Students	Public schools
Using ICT to improve education quality						ICT graduates Students	Public Schools
Promoting and supporting technical and vocation education						Technical/vocational students	Secondary schools
Improving reading and math curricula						Students	Schools
Teachers' training and support						Students in public schools	Schools

3.4 Government sectoral actors in the education sector

The table below provides an overview of the key national government actors contributing to youth-related policies and interventions. The table exhibits the key roles of the main government actors:

Actors	Relevant roles
Ministry of Education (MoE)	- Establishing public schools and providing qualified human cadre in addition needed curricula and instructional books. - Supervising all private education institutions. - Establishing adult education and non-formal education centers. - Fostering student extra-curricular activities, such as sports, arts, cultural, social and productive activities. - Ensuring healthy environment instructions inside both public and private schools.
Ministry of Higher Education and Scientific Research (MoHESR)	- Implementing the national policy for higher education. - Coordinating among higher education institutions. - Providing grants and loans to support students to enroll at public universities. - Providing the Higher Education Council with any studies, information and data available and related to higher education and scientific research.
Higher Education Council (HEC)	- Establishing the policy of higher education. - Approving the establishment of institutions of higher education. - Supervising the private universities. - Distributing government subsidies and additional fees on public universities. - Formulating the principles to students' admission.

Vocational Training Corporation (VTC)	- Established in accordance with the temporary Law No. (35) of 1976 and it is currently working in accordance to Law No.11 of 1985 – the law of vocational training corporation to providing technical training and vocational education according to labor needs in partnership with private sector and civil society organizations, this includes:
	  ▪ Train qualified and competitive workforce in various professional disciplines to meet labor market needs through the design, implementation and evaluation of quality training programs in partnership with employers and civil society institutions.
	  ▪ Classify professional practitioners and enterprises according to

	certified national professional standards.
	▪ Foster the creation and development of small and medium-sized enterprises (SMEs).
National Center for Human Resource Development (NCHRD)	- Monitoring and evaluating any educational system at the various levels and forms.
	- Improving the effectiveness of the educational and training systems in order to allow them to keep up with socioeconomic requirements.
	- Conducting research and studies to improve education.
	- Supporting plans and projects of education reform.
	- Assessing education outcomes in light of labor needs and national development plans.
	- Establishing an information system of human resources.

3.5 Employment Sector: overview of the national policies

Jordan witnessed a significant economic growth rate during the early 2000s between the period 2000 and 2008 recording an average rate of 6.7% growth (and 8.1% from 2004 to 2008), relatively doing better than countries in the region (World Bank, 2016a). However, did not substantially contribute to reducing poverty[13] and job generation was not commensurate with the demand. In fact, a total of 457,000 net jobs were created (42% of the jobs were created in the public sector and 58% in the private sector) (World Bank, 2012a), yet unemployment rates hardly changed as the majority of these jobs were focused in real estate, construction and tourisms attracting and captured by foreign low-wage unskilled or semi-skilled workers (World Bank, 2012a).

Due to the chronic and protracted challenges of unemployment including increasing labor supply, structured unemployment among youth, low labor force participation, proportional job creation, incompatible outputs of the educational system with the labor market, unstable investment trends in the country and migratory labor patterns, unemployment has become a top priority for GoJ (World bank, 2012; Jordan Strategy Forum, 2016; Identity Center, 2015).

Jordan Vision 2025 along with the National Employment Strategy (2011- 2020) as well as the E-TVET strategy (2014 – 2020) implement national labor policies to promote restructuring and organization of technical and vocational education and training (TVET) as well as to rationalize expenditure in the public sector leading to less hiring and discontinue waiting lists through shifting to vocational or subsidized on-the-job training programs in the private sector (MOL, 2012). Recent policies placed emphasis is on economic self-reliance and a culture of self-initiative by youth, encouraging young potential entrepreneurs with needed support and focusing on linkages between the marketplace and the education and promotion of vocational training and young women economic participation.

The sector main policies directly influencing youth are:

Encouraging vocational training and education among young men and women
- Focus on the integration of youth people, persons with disabilities and women in the labor market, through specialized training and employment programs aims at these programs.
- Conduct a study on existing gap between education outputs and labor market in order to study the social aspects that cause a mismatch between the outputs of education and training.
- Develop programs to train graduates in partnership with the private sector.
- Encourage vocational education more than academic education.

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[13]Jordan is classified today as a middle-upper country with a GDP per capita of $ 4,940 with a poverty rate of 14.4% (living below the poverty line); one third the Kingdom's population experienced transient poverty at least one quarter of the year as per World Bank – Jordan Economic Monitor report 2016.

- Adopt mechanism for scholarship programs and provide internship for high performing students by the private sector.
- Ensuring that vocational training programs are demand driven to meet the needs of the labor market in quantity and quality terms.
- Increasing the inclusiveness of the E-TVET system to foster an environment where women and men make their own job and education choices.
- Improving the relevance of education and training for employability.
- Establishing clear pathways which would enable lifelong learners to progress by a variety of routes to the highest levels of education (address discontinuity between TVET and higher education).

Enhance employability skills
- Training and building capacities for work.
- Reducing structural unemployment in the long term.
- Scaling up school-to-work transition programs: to reduce the time spent unemployed for new graduates.

Supporting and stimulating environment to establish business, SMEs and entrepreneurship
- Create the spirit of entrepreneurship among university and education institutions graduates by opening periodic communication channels with the beginning of each semester with those concerned in the private sector and introduce courses on innovation and link idea owners and developers of ambitions graduation project with the private sector.
- Establish business incubators between universities and the private sector in the chambers of industry and commerce in governorates.
- Enhancing capacity of youth to start small businesses at home (informal sector).
- Creating jobs and making them accessible to youth.
- Introducing health insurance benefits and expanding social security coverage to SMEs.
- Subsidize opportunities and on-the-job training programmes in the private sector.

Enhancing female economic participation
- Support entrepreneurial initiatives to provide role models and examples of activities suitable for primary school aged girls.
- Promote females' participation in vocation and technical training and education designing programs that meet labor market needs.

3.6 Overview of interventions trends in the employment sector

The majority of mapped interventions provided multifaceted opportunities to combat unemployment. Interventions are often targeting more than one objective usually pairing enhancing employability and employment training with job matching and placement opportunities.

Employability and entrepreneurial capacity building

Early employment-focused interventions take place inside schools, addressing students at the ages between 13 and 15 years to promote entrepreneurial capacities (extends till +30 years) and employability skills capacities (extends till +30 years) respectively. The main focus is to create a young workforce capable to choose their career and cultivate the spirit of entrepreneurship and self-employment skills in schools and universities. Actors including INJAZ promotes entrepreneurial skills and culture associated with self-employment and starting one's own business as well build professional relationships; it also prepares youth for the job search through enhancing soft skills and enriching transferable work skills. The Business Development Centre encourages youth to become self-sufficient entrepreneurs through a customized capacity building program and create a capable young workforce. JOHUD promotes interventions to combat social and cultural barriers that prevents young people from obtaining job opportunities. KAFD and LOYAC promote English language skills while enhancing the capacity of the participants to meet their ever growing personal and professional needs. DEF encourages enterprise and entrepreneur culture.

Training for employment and job placement

Training for employment (including vocational training) mainly focus on youth aged 15 years and extends until 40 years responding to the high demand for vocational students to find jobs. These programmes aim to enhance their skills and readiness to the job market with special focus on available vacancies as well as facilitate smooth transition for young people. Mainly targets of this trend of interventions target undergraduate students who have not necessarily passed the Tawjihi Exam in addition to college and university graduates and fresh graduates. EFE supports economic and personal empowerment of unemployed youth through delivering job training and placement programs and delivering demand-driven **job placement** and self-employment training programs with focus on garment and hotel industry; the Business Development Centre focuses on employability skills training programs to community college fresh graduates to prepare them to the job market in focus on vocational capacities through incorporating an entrepreneurship curriculum within the Ministry of Education Vocational Schools and the community colleges of Al Balaqa Applied University. The Vocational Training Center contributes to improve the toursims and hotel industry services through developing a model training center and providing high quality training in culinary, food and beferage and housekeeping. GIZ in collaboration with MOL and other partners enhance skills training for educational and economic opportunities in host communities in particular for youth and women, in Jordan.

Female economic participation

Realizing the importance of female economic participation particularly in the vocational sector, the Vocational Training Center supports enhancing the qualifications of females in addition to raise awareness and change attitudes regarding female stereotyping. FHI360 contributes to enhance female

participation through enhancing business environment and supporting home businesses with focus on youth and women.

Career Counseling

Career Counseling is offered to university students supporting school to work transition. KAFD supports and helps students to understand labor market requirements in addition to opportunities to equip them with the necessary skills to increase their employability and enhance their job search techniques through centers in all universities in Jordan. The World Bank in partnership with universities, MOL and MOPIC also promotes career counseling and school to work programme.

Internship programmes

Internship programmes are available for youth aged 16 years and above, creating prospects for productive generation of workforce-ready and employable youth who are excited about joining the workplace, specifically within the private sector. LOYAC in partnership with KAFD through DARB and TARIQI Internship Programmes aim at providing an opportunity for fresh graduates to be interns in companies and compete for a chance to retain jobs within those companies. FOR9A on the other hand, is an online platform that provides educational and capacity building opportunities for young people in the MENA region.

Financial support for entrepreneurs and micro-businesses

With a growing demand for more affordable priced loans, the World Bank in partnership with MOPIC support improvingaccess to finance for MSMEs as well as opportunities for financing. Providing opportunities to support microbusiness and entrepreneurs target youth aged 18 years and above. It is noticeable though, that financial support target youth aged 18 years and above, with no particular segmentation or evidence to special support for youth. KAFD connect youth with funding windows for small business. The Development Employment Fund promotes and encourage enterprise and entrepreneur culture among university graduates in addition to supporting microfinance and funding for small enterprises. JEDCO provides opportunity through its fund to finance establishing entrepreneurial productive projects and enterprises. UNDP provides customized business support and mentorship services and microbusinesses.

The following table provides further details on the trends of the mapped interventions, targeted age brackets and segments as well as the settings that are approached for implementation. (For details of interventions, objectives, geographical outreach, targeted numbers and implementing organizations – please refer to annex 1).

Undertaken interventions across youth's Life-Cycle – Employment Sector								
Trends of interventions	**Youth age stages** The two rea lines indicate the margins of youth age definition according MOY (12-30 years)						**Targeted youth segments**	**Settings of intervention**
Employment interventions trends								
Directions and working areas	**under 12**	**12 - 15**	**16 -18**	**19 – 24**	**25 – 30**	**Above 30**	**Youth groups**	**Settings of intervention**
Training for employment (including TVET) (16-40)							Basic Education graduates, Secondary school Students and graduates, Education Drop-outs, College and university graduates	Schools Colleges Universities Vocational Training Centres
Employability skills & enhancing readiness to labor (15+)							Grade 10 and above Students, marginalized youth, University students, University graduates and last year graduates, Unemployed youth	Schools Universities NGOs & CBOs Online platforms Vocational Training Centres
Career guidance (18-24)							Students	Universities
Internships & on-job training (18+)							Youth, aged 18 years and above	Not specified
Job matching (18 -26)							Youth, aged between 18 – 26	Not specified
Financial support for entrepreneurs and micro-businesses (18+)							Youth, aged 18 years and above, Young entrepreneurs	Not specified

							Youth from poor backgrounds	
Supporting and developing youth entrepreneurship (Capacities & culture) (13 - +30)								School students grade 7 – 12 Secondary school graduates, College and university students College and university graduates	Schools Colleges Universities
Enhancing female economic participation (16- +30)								Young females Females with disabilities Female job seekers	NGOs & CBOs Community-based centers

3.7 Government sectoral actors in the employment sector

The tables below provide an overview of the key national government actors contributing youth-related policies and interventions. The table exhibits the key roles of the main government actors:

Actor	Relevant Roles
Ministry of Labor (MOL)	• Coordinate the labor market. • Providing technical advice to the Council of Ministers. • Designing policy interventions. • Implementing policies and procedures. • Regulate the supply of migrant labor. • Economic productivity programs for females in remote areas. • Provide training and employment opportunities.
Civil Service Bureau	• Manage the human resources employed by the public sector (excluding the armed forces, universities and local government employees) effectively and with transparency. • Enhance the capacity of civil servants through training. • Assist those seeking civil service employment to find alternative opportunities in the private sector. • Recruiting university educated civil servants into the public sector (excluding the armed forces, universities and local government). • Manpower planning for the public sector (excluding the armed forces, universities and local government).
Social Security Corporation	• Provide Jordanian workers and their families with social protection through pensions, unemployment insurance, maternity benefits, and workers' compensation. • Enhance social security programs and extend the social security umbrella. • Promote fair income distribution within and across generations. • Making policy recommendations on social protection policies and programs to the Council of Ministers. • Investing social security corporations.
Ministry of Social Development (MOSD)	• Enhance economic productivity of poor segments. • Small loans (total JD 150,000). • Department of Productivity Enhancement.
E-TVET Council and Fund	• Improve the efficiency and quality of demand-driven technical skills training in collaboration with the private sector so as to create new or

		expanded employment opportunities.
		• Address the skills needs of priority economic sectors and other sectors with shortages of skilled labor.
		• Providing financial support to employers and training providers.
		• Screening, reviewing and approving proposals from organizations that apply for funding to provide such services.
Vocational Corporation	Training	• Train a qualified, competitive workforce in various professional disciplines to meet labor market needs through the design, implementation and evaluation of quality training programs in partnership with employers and civil society institutions.
		• Classify professional practitioners and enterprises according to certified national professional standards.
		• Foster the creation and development of small and medium-sized enterprises (SMEs).
		• Improving the skills of the Jordanian workforce, promoting lifelong learning, and supporting the development of SMEs.

3.8 Health Sector: overview of national policies

Priorities of the healthcare sector aim to reorganize the overall regulatory and advisory framework of the sector as well as provide comprehensive and efficient preventive and curative health services. This is to be done through utilizing the available resources and establishing an effective partnership with the private sector and relevant institutions.

The sector policy is based on the following:
- Improving the sustainability of the quality and safety of healthcare services.
- Providing efficient and effective human resources management.
- Ensuring effective and efficient management of financial resources to rationalize expenditure on reform and development of the healthcare sector.
- Improving primary healthcare programs.
- Promoting investment in medical tourism.
- Achieving medicine security, supporting national pharmaceutical industries and enhancing their competitiveness.
- Developing the infrastructure of healthcare institutions according to the most appropriate models for sustainable management, operation and maintenance of health facilities.
- Achieving health insurance for all Jordanian citizens.

In spite of having an increasingly youthful society, health strategies tend to address young people's health issues implicitly; with no clear definition of youth as a segment with specific needs, nor indicators specifically aimed to address youth health issues or progress of interventions. The national Health Strategy focused on integrated citizen- centered health services that are responsive to the growing needs with focus on:

- Support the implementation of the national strategy for the prevention of diabetes and non-communicable diseases (such as diabetes, hypertension, lipid mixing and obesity).
- Support the implementation of the national strategy to control the cancer.
- Promote healthy lifestyles with a focus on children and youth groups.
- Reduce traffic accidents and work injuries.
- Promote mental health programs at the primary and secondary levels.

The national RH strategy has indicated that young people account for a high proportion of the Jordanian population and are the center of the developmental process. The engagement of young people in population issues and their impact on development through the formation of positive beliefs and concepts on reproductive behavior will positively affect the achievement of the desired goals. Accordingly, the Strategy considers youth as key players in awareness, services and policies. Nonetheless, health indicators lack segregated data on youth specific issues.

3.9 Overview of interventions trends in the Health Sector

Early preventive interventions

In purpose of preventing malnutrition and injuries risks at earlier age, RHAS' Healthy Kitchen provide children (under 12 years old), enrolled in public schools, with healthy and nutritious food alternatives - especially those live-in poverty pocket areas, along with raising their awareness of healthier eating patterns. In addition, RHAS has developed an injury prevention programme, called Think First, to develop children's (6-13 years old) knowledge and skills to make safe decisions and integrate injury prevention measures in their daily lives.

School-based health promotion interventions

Schools are the main settings where most of health interventions take place. MOH perform an annual medical examination and referral of school students to primary health care services. In addition, the school health directorate of MOH works on promoting healthy lifestyle and behaviors among school students. INJAZ developed a health awareness promotion programme for students (7-11 years old) with support from USAID (JCAP Project) and in cooperation with MOE. On school environment level, RHAS also developed an accreditation system for schools to ensure healthy environment measures of schools where students (under 18 years old) usually spend most of their time and shape their behaviors and habits.

On higher education level, further endeavors are made to integrate health education inside the curriculum. Higher Population Council (HPC) cooperates with Jordan University to integrate reproductive health issues within mandatory university courses. In addition, RHAS works on mainstreaming health promoting curriculum in two nursing faculty to ensure qualified health educators and outreach.

Promoting Healthy lifestyle beyond schools

Beyond schools, some interventions work to utilize other spaces to reach youth. Ministry of Youth (MOY) conduct annual interactive camps for youth (15-24 years old) to promote healthy lifestyle and raise their awareness of reproductive health issues. Also, Ministry of Health (MOH) established local committees of youth (17-30 years old) that work on conducting sports and awareness activities to enhance healthy behaviors within local communities. In addition, Y-Peer network, a youth-led peer educators network supported by UNFPA, utilizes social media, theatre and interactive workshops to outreach youth (18-30 years old) and raise their awareness of healthy behaviors, reproductive health and gender-based violence. Meanwhile, Higher Population Council (HPC) works on utilizing Edraak's Massive Open Online Courses (MOOC) to provide health education courses for youth.

Anti- smoking and substance abuse awareness intervention

As a result of realizing the serious risks of smoking and substance abuse, a set of interventions are being made by various stakeholders, either to educate youth and raise their awareness or provide them with support to change and give up unhealthy practices. For example, Ministry of Health runs an annual campaign to raise youth's awareness on tobacco hazards and ways of quitting. As well as, cessation clinics are in place free of charge to provide young smokers with help to quit out smoking. In addition, other interventions focus on substance abuse and drugs with involving other stakeholder like AJYC, Anti-Narcotics Police Department, Ministry of Education and RHAS.

Youth friendly health services

Adolescents females (10-19 yeas old), can find adolescents friendly care services as part of women and child health centers. However, there is no evidence to what extend such services are friendly to youth. In addition, pre-marriage counselling is being offered to prevent hereditary diseases.

The following table provides further details on the trends of the mapped interventions, targeted age brackets and segments as well as the settings that are approached for implementation. (For details of interventions, objectives, geographical outreach, targeted numbers and implementing organizations – please refer to annex 1).

Undertaken interventions across youth's Life-Cycle - Health								
Trends of interventions	**Youth age stages** The two red lines indicate the margins of youth age definition according MOY (12-30 years)						**Targeted youth segments**	**Settings of intervention**
Health interventions trends								
Directions and working areas	under 12	12 - 15	16 -18	19 - 24	25 – 30	Above 30	**Youth groups**	**Settings of intervention**
Healthy nutrition awareness & support (6-12)							Students	Public Schools
Injury Prevention Awareness (6-13)							Students	Public schools
Promotion of healthy lifestyles and behaviours (7-30 years)							Students Young people University Students Vulnerable young people	Schools Youth centers Universities
Anti- smoking and substance abuse awareness (13- 30)							Students Young people	Not specified
Pre-marriage Counselling (18 - +30 years)							Youth and adults	Universities
Youth friendly health services (10 -19)							Adolescents	Health centers
Healthy Schools National Accreditation							Public Students	Schools

Health: Some programmes only state a minimum age, and they serve any youth above this age

3.10 Government sectoral actors in the health sector

The table below provides an overview of the key national government actors contributing youth-related policies and interventions. The table exhibits the key roles of the main government actors:

Actor	Roles
The Higher Health Council (HHC)	▪ Draw public policies according to the need of the health sector. ▪ Identify the needs of the health sector and taking decisions regarding distribution of health services in different regions of the kingdom to achieve equity and qualitative improvement of the services. ▪ Organize and develop all health sectors to ensure access to all citizens access. ▪ Coordinating work of health institutions in both public and private sectors to guarantee integration of their work. ▪ contributes with stakeholders in the development of important national strategies such health and relevant national strategies such as RH. ▪ Encouraging and supporting scientific research, programs, activities and services in order to achieve the goals of the general health policy.
The Higher Population Council (HPC)	▪ Develop policies and strategies to ensure balance between Jordan's population and its available resources. ▪ Promote an informed reproductive behavior among married couples are at the top of the HPC's agenda. ▪ Develop policy briefs and papers in relevant issues of population and RH. ▪ Coordinate work and progress of the RH strategy.
Health Care Accreditation Council	▪ Improve the quality and safety of health care facilities, services and programs through the development of globally accepted standards, capacity building and granting of accreditation. ▪ Raise awareness of community via an annual event 'Change Day'
MOH	▪ Oversees oversee all health matters in Jordan. ▪ Provides public primary, secondary and tertiary health services. ▪ Organizes health services provided by the public and private sectors ▪ Provides health insurance. ▪ Provides school health services, referral and awareness.
Other government health services	**Royal Medical Services:** ▪ Provide health services to Armed Forces members and their families free of charge, as well as to Jordanian civilians and non-Jordanian patients seeking its services. **University hospitals:** ▪ Provides health services and family planning services to civilians.

	▪ Provides on-the-job training of medical students.

3.11 Civic Engagement: overview of national policies

In Jordan, there is no separate policy or a certain agency designated to civic engagement and active citizenship such as health, education or employment. Instead, there are multiple emphasis on citizens' engagement in national documents and various relevant policies. Such policies work for achieving inclusive growth that requires transparent government that can be held accountable by active citizens' engagement.

For example, Jordan Vision 2025 defined acts of responsible citizenship as *'voting, volunteering, driving safely, paying taxes and good relationships with neighbor'*. Moreover, Vision 2025 obligated the government to disclose basic performance information to be public as part of commitment to transparency and accountability. In that sense, various interventions were proposed to institutionalize public consultation mechanisms, like using social media and e-governance tools, designing national honors program to reward Jordanians for their civic contributions, adding a civic component to school curriculum to teach children about their rights and responsibilities of citizenship, and working with existing volunteer organizations to create the National Coordinating Volunteer Council with mission to increase the number of Jordanians participating in volunteer activities. Similarly, the National Employment Strategy (NES) addressed women participation in labor and emphasized on dialogue mechanisms between the government, the public sector and labor representatives to discuss minimum wage, settle labor disputes and propose amendment to labor laws and regulation. A further institutionalization of social dialogue was sought through establishing the Economic and Social Council as a consultative body to the government, with private, labor, civil society, and public sector representatives.

From rights-focused perspective, the Comprehensive National Plan for Human Rights (CNPHR) emphasized on citizens' civil and political rights; the right to run for elections and voting, the right to freedom of expression, the right to hold public peaceful meetings and the right to form associations, syndicates and political parties. CNPHR called for raising citizens' awareness about their rights and different mechanisms to protect them, in addition to building the capacities of citizens and civil society organizations to engage with decision making processes. Additional emphasis was also made to ensure the rights of marginalized groups; people with disabilities, women and children. The Jordanian Women National Strategy (JWNS) is a designated strategy for women rights and participation that emphasizes on increasing women representation in parliament, judiciary institutions, leadership and executive positions, industry and trade private companies as well as civil society organizations. The National population strategy made similar emphasis also on women's contribution to policies and decision making process.

The table, below, tracks how these national documents and policies incorporated various emphasis on civic engagement and active citizenship:

National Policies, strategies and plans	Incorporated emphasizes on civic engagement and active citizenship
1. Jordan vision 2025	▪ Defining acts of responsible citizenship in voting, volunteering, driving safely, paying taxes and good relationships with neighbors. ▪ Emphasizing on transparency and accountability of the government (disclosure of basic government performance information to public, and information must be accurate, easily understood and timely). ▪ Using communication tools and platforms to make government's mandate and activities more transparent to citizens (e-government and social media tools for sharing information). ▪ Institutionalization of public consultation mechanisms in the development of new policies.
2. National Innovation Strategy 2013 – 2017	▪ The only implicit remark for civic engagement was around civil society organizations and universities involvement to support entrepreneurship.
3. Comprehensive National Plan for Human Rights 2016 – 2025	▪ Civil and political rights: the right to run for elections and voting, the right to freedom of expression, the right to hold public peaceful meetings, the right to form associations, syndicates and political parties. ▪ Supporting the role of the Independent Elections Commission. ▪ Building the capacities of citizens and civil society organizations to engage with decision making processes. ▪ Calling for good governance inside civil society organizations. ▪ Raising awareness about rights and different mechanisms to protect them. ▪ Ensuring the rights of marginalized groups (people with disabilities, women and children).
4. Jordanian Women National Strategy 2013 – 2017	▪ Increasing women representation in parliament, judiciary institutions, leadership and executive positions, industry and trade private companies, and civil society organizations. ▪ Engaging civil society organizations and private sector in supporting women rights and include gender equality perspective in their work.
5. National population	▪ Enhancing women's contribution to policies and decision making process.

strategy 2000 – 2020	

The mentioned policies emphasized on youth civic engagement and active citizenship, either as a reform agenda for all citizens or certain marginalized youth groups. Each also had its modality of engagement depending on the sector, for example, engaging employers' in relation to education or Labor Unions in relation to employment or civil society organizations in relation to human rights. Moreover, new structures were proposed to ensure engaging citizens and all stakeholders such as the anticipated National Coordinating Volunteer Council by Jordan 2025 vision.

Youth volunteerism framework in Jordan
Al-Dajani (2016) highlighted that it is quite a paradox how the non-formal volunteerism is largely embedded in Jordan's cultural and social values and norms. In the daily life, many individual actions of mutual aid and support are taken by Jordanians. Unlike the case with formal volunteering that is hindered by limited institutional frameworks, bureaucratic laws of civil society, lack of research on volunteerism and weak capacity of NGOs and governments in volunteer management (Al-Danjani, 2016). On the other hand, youth highlighted that lacking of time (19%), lacking of material or financial incentives (12%), non-encouraging education system (12%) and lack of appreciation of volunteering are key barriers that prevent them from volunteering.

While various intervention provide opportunities for youth development and capacity building within a frame of a project or programme, volunteering opportunities are also available, however, institutionally organized volunteering is not evident in Jordan (Al –Dajani, 2016). Youth often attend to ad hoc activities or participate within a youth-focused programme or projects. Jordan Vision 2025 proposed working with existing volunteer organizations to create the National Coordinating Volunteer Council with a mission to increase the number of Jordanians participating in volunteering activities. Mechanism for institutionally organized youth volunteering nationwide is needed and further efforts for a volunteering strategy that effectively determines the foundation of youth volunteerism in Jordan.

3.12 Overview of intervention trends of youth-related Civic Engagement
A total of 34 interventions were mapped in relevance to civic engagement and citizenship issues. These interventions could be clustered into 12 different trends that are most likely to address a broad age bracket and not age-specific interventions. This can be referred to nature of the interventions, as these are either services or ongoing opportunities that serve all youth stages from 12 to 30 years.

The mapped interventions cover various working areas of civic engagement and citizenship. These start with providing spaces for youth (12-30 years old) such as youth centers, clubs and community based services where young people can encounter different spheres of their society and find various

activities to spend leisure time, learn new skills and practice sports. Such settings provide a gate to gradually engage them with the wider community they live in, beyond family and schools. In addition, other trends of intervention emerged to enable youth to get actively engaged in their communities, such as volunteering opportunities, life skills education and debating and dialogue skills, as well as grants and technical support for community serving youth-led initiatives and projects. Meanwhile, other interventions work to support youth-serving NGOs & CBOs to provide marginalized and vulnerable youth groups with opportunities and support to foster their positive engagement.

Special interventions were made to encourage youth engagement in women empowerment and countering radicalization & violent extremism through social media, and sports-and arts-based peace-building activates. Such interventions work on raising youth's awareness about these issues and support them to take active roles.

On political engagement level, some interventions work to enhancing accountability and providing access to information that could enable youth engagement in the political life. Furthermore, new structures and platforms were sought to facilitate youth engagement like Child Municipal Council (12-15), Promoting ICT tools for youth engagement and social development (10 -24), Youth [social] entrepreneurship (10 -29).

The following table provides further details on the trends of the mapped interventions, targeted age brackets and segments as well as the settings that are approached for implementation. (For details of interventions, objectives, geographical outreach, targeted numbers and implementing organizations – please refer to annex 1).

Undertaken interventions across youth's Life-Cycle – Civic Engagement								
Trends of interventions	**Youth age stages** The two red lines indicate the margins of youth age definition according MOY (12-30 years)						**Targeted youth segments**	**Settings of intervention**
Civic engagement and citizenship interventions trends								
Directions and working areas	**under 12**	**12 - 15**	**16 -18**	**19 – 24**	**25 – 30**	**Above 30**	**Youth groups**	**Settings of intervention**
Youth centers, clubs and community-based services							Not specified youth groups	Youth centers Sports clubs Community-based centers
Building capacity, supporting and offering grants to NGOs CBOs serving youth							Not specified youth groups, vulnerable youth Youth with disabilities	Youth centers NGOs & CBOs Community-based centers
Enhancing accountability, access to information and youth engagement in political life							Not specified youth groups, Active youth (RASED) Students in public schools	NGOs & CBOs Online platforms* Youth centers Schools
Youth capacity building and training for social engagement (10 - +30)							Not specified youth groups, Active youth (Active Citizens)	NGOs & CBOs Community based centers Innovation labs*
Developing dialogue and debating skills							Not specified youth groups, Students in Schools (clubs in schools)	NGOs & CBOs, Schools

							Target group	Structure
Youth volunteerism & community engagement							All youth (not specified)	NGOs & CBOs Schools Community-based centers
Promoting peace and preventing violent extremism							Not specified youth groups	NGOs & CBOs Community-based centers
Supporting youth-led initiatives and projects							Not specified youth groups, Creative and talented youth	NGOs & CBOs
Women participation and empowerment							Young girls and women Secondary school girls University student (girls & boys) Young males Not specified youth groups,	NGOs & CBOs, Community based centers Schools Universities
Promoting ICT tools for youth engagement and social development (10 -24)							Not specified youth groups)	Community-based centers Online platforms*
Child participation structures							Children in schools in Amman, Madaba & Zarqa; Children with disabilities; Out-of-school children	Child Municipal Councils (new structure)
Youth [social] entrepreneurship (10 -29)							Not specified youth groups	Innovation labs*

3.13 Government sectoral actors in the civic engagement

The table below provides an overview of the key national government actors contributing youth-related policies and interventions. The table exhibits the key roles of the main government actors:

Actor	Relevant Roles
Ministry of Political and Parliamentary Affairs (MOPPA)	• Expanding the participation in political life to deepen the dialogue with the civil society organizations. • Drawing the policies and strategies able to expand the political participation of citizens, establishing democracy values in the kingdom and placing the necessary plans and programs for implementation. • Developing the communication channels between the ministry, the political parties and the different organizations, entities and sectors of society. • Following up the bills referred to the parliament and the discussions that rise around them.
Ministry of Social Development (MOSD)	• organizing citizens' effort to improve the quality of life of all Jordanians. • Regulating the voluntary work environment. • Activating the role of NGOs to contribute actively in community development. • Providing social services to marginalized and supporting their inclusion.
Ministry of Municipal Affairs (MOMA)	• Encouraging private sector and civil society organizations engagement with Municipalities to manage and implement service and developmental projects. • Activating the developmental role of municipality.
Ministry of Planning and International Cooperation (MOPIC)	• Following up and monitor progress of goals and programmes of different development sectors. • Improving developmental policies and enhance active participation and the role of civil society organization towards their local communities. • Fostering international co-operation agreement to support development efforts • Public consultations on national development plans and strategies. • Open government Partnership. • Inform initiative: making information available to all citizens.

3.14 Main findings: Gaps within state level youth-related policies and interventions

Ideally, effective youth development interventions should consider 1) preparing youth for their entitlements, 2) addressing youth various vulnerabilities and risks, and 3) capitalizing on their potential and providing them with opportunities, services and support to grow and thrive as independent and empowered citizens. Therefore, questioning all above exhibited interventions against youth's entitlements, vulnerabilities, risks and potentials sheds the light on a number of gaps and missed opportunities. Nonetheless, these identified gaps are limited to non-exhaustive information that we managed to gather around youth's realities and on-going interventions of 114 programmes.

These gaps constitute missed opportunities that hinder the undertaken interventions to be inclusive, effective and even proactive in preventing possible vulnerabilities and risks. For example, the increasing number of youth committing suicide - even if numbers are still very limited to total number of suicides, statistics indicate it has increased in an unprecedented rate. This fact questions to what extent mental health care for youth is available and effective. On the other hand, mental health is not only about preventing problems as it ensures individuals are performing well. Therefore, it can also be a potential opportunity to support youth performing well in their lives.

Education Sector

Low attainment levels of male students in particular were evident. PISA 2015 results indicated an evident gap exists between boys' and girls' performance. However, no clear intervention was specifically made to address or further understand boys' performance, which can negatively impact their future opportunities after finishing education.

Investing in school counseling: is an instrumental service in school settings that can have significant influence on students' realization personal/social skills from an early age. Investment in mainstreamed school counseling services can lead to long-term and often irreversible effects on education, health, and productive earnings, imposing significant economic costs for both youth and societies. This poses an important opportunity at the policy and programmatic level to initiate comprehensive counseling system that support is not only limited to academic, career, and vocational guidance.

Missing out students enrolled in private education: most of enhancing education and youth personal development interventions targets public schools' students without mentioning other students enrolled in private education, who constitutes one third of total students. Such gap is quite evident across different sectors which raises concern about being privileged with private education constitutes a limitation to access other services entitled to students of public schools.

Online education and learning courses: more than half (55.7 %) of youth of surveyed youth (10-14) can use internet (Shtewi, 2015), therefore, online education and learning resources could hold a great potential to provide additional learning opportunities.

Employment Sector

Private sector is the main employer of youth, which emphasizes on the necessity of involving private sector in all youth employment interventions. Otherwise, any real change without their active participation is doubtable.

Mobility and transportation impact on youth unemployment has been indicated as a significant barrier to youth opportunity of employment. Jordan's landscape of scattered cities makes transportation a crucial element to take into consideration when highlighting what effects employment. People mobilization from one area to another is a prohibiting factor especially due to a poor public transportation network paired with expensive transportation alternatives. This element directly affects people residing in governorates outside Amman and females in particular (2014). Today we are facing Amman becoming a hub for most industries and businesses (World Bank, 2016b), the high cost of transportation and the lack of its reliability stand in the way of the youth employment. This requires further policies attention as a means to realize equitable opportunities for youth in all governorates.

Health Sector

Non-communicable diseases: Addressing non-communicable diseases awareness and their risk factors at early ages through promoting awareness campaigns and integrating health lifestyles including physical activities and programmes as well as health diets and eating habits

Mental health and preventing suicide among youth: Youth's mental health care does not pose evident interventions and particular research focusing on mental health. Jordan Vision 2025 stipulated establishing youth friendly health care centers to treat mental health issues and drug abuse, efforts initiated by the Ministry of Health are still limited to equip centers with no clear youth-related mental health programmes.

Linking school health to pilot adolescents' health care services in 18 pilot centers it worth a step to further support adolescent and youth mental health during a critical stage as they go through unprecedented changes. An evaluation is necessary to be conducted after a pilot stage to draw lessons learnt and challenges.

Reproductive and sexual health awareness is significantly limited among youth especially under 18 years due to cultural restrains on RH topics with youth under 18, awareness comes relatively late especially with a preceding period of physiological changes and puberty. 'Because reproductive health is such an important component of general health it is a prerequisite for social, economic and human

development. The highest attainable level of health is not only a fundamental human right for all, it is also a social and economic imperative because human energy and creativity are the driving forces of development. Such energy and creativity cannot be generated by sick, tired people, and consequently a healthy and active population becomes a prerequisite of social and economic development.' It is worth mentioning that the CRC committee indicated its concern regarding the lack of information on the measures taken by Jordan to improve adolescent health, including through sexual and reproductive health education.

Addressing perceptions of young men on reproductive health from at an early age is not evident: a study in 2010 indicated that young boys aged 12- 18 never tried to go near the maternal child health centers because only women go there.

Youth health insurance conditions require a comprehensive review and advocacy to mobilize for universal health coverage especially children and youth between 6 and 18 years old who are not covered and young men whose health insurance depends on their employment conditions or higher education enrolment. Unlike the case of girls above 18 years who continue to be covered by parents' insurance till they get married. The provisions of the legislative and statutory acts in force need to be reviewed.

Civic Engagement
Lacking nation-wide student union: In Jordan, there is no a nation-wide student union, which leave a gap in ensuring youth representation and voice in their issues.

Youth representative structures: there was no evidence of active students' parliaments or union on schools' level, except UNRWA schools. However, scouts' associations could potentially fill this gap and encourage volunteerism among students as they can outreach and work with all schools, unlike NGOs that need permission to support or manage programmes in schools.

Supporting youth to run for elections: youth, after they turn 17 years and 90 days, they became eligible to vote in elections, but they should wait about eight years (age of 25 years) to be able to run for local election and further five years (age of 30) to run for parliament elections. However, there is no wide sustained interventions that work on supporting and preparing youth as potential leaders and candidates. Therefore, it critical to ensure enabling environment to ensure their voices are heard and not hindered because of lacking experience or access to resources.

Quality of civic education curriculum: civic education textbooks focus on civic and cultural heritage, citizen roles and responsibilities, and different political, economic, social, and environmental concepts and issues. Despite being criticized with: 1) emphasizing on morality and virtue, as well as individuality; 2) dismissing the political aspects of citizenship, such as voting; and 3) reducing 'being a good citizen'

to 'keeping their country clean and obeying law' (Alazzi's, 2012; Kubow & Kreishan 2014), such civic education is at least employed as a foundation to raise students' awareness about their citizenship duties and right, as well as environmental and health issues (Kubow & Kreishan 2014).

Linking civic education curriculum with in-life activities: capitalizing on existing civic education curriculum through linking it with in-life civic engagement activities that youth can practice, such as volunteer work, joining student parliament.

University violence, as an issue occupied a wide public attention, however there is no clear intervention to address the issue or considered yet at the policy level.

Preventing cyber abuse: Youth, mostly girls at this age are liable to abuse, sexual harassment and slander. Despite the lack of detailed statistics about child cyber abuse, the cyber-crimes in general increased about two thirds between 2012 and 2014 (Alrai, 2015). However, there were no clear policy or interventions to enhance youth's cyber literacy and ensure they are protected from being abused.

4. Section Four: Governance: mandate, roles and relations

4.1 Governance

The responsibility of youth affairs falls under the remit of the Ministry of Youth in Jordan by mandate, although other ministerial sectors and governmental and non-governmental contribute significantly to particular areas of work with young people such as the case of the Education sector.

There is no specific youth development legislation or an encompassing framework in place to regulate the aspects of all youth work in all sectors, but rather a combination of legislations that address age-related laws . With the exception of MOY that is mandated by law (currently amended law submitted for the House of Representative) to foster youth affairs and focus on the youth population, all other sectors are issue-based and focus on specific groups from a sectoral perspective i.e. unemployed youth, students etc. along other segments of population and youth work is not deeply embedded within their mandates unlike the Ministry of Youth.

4.2 Ministry of Youth: structure and roles

The recent period 2010 – 2017 witnessed several transformations in the youth sector. In 2011, the MOY and National Fund for Youth and Sports were merged with the Ministry of Culture in response to the government reform. However, a Royal Decree in October 2011 was announced to re-establish the Higher Council of Youth and transforming it to a Ministry of Youth. Six months later, the Ministry was transformed to a Council. In 2016, the HCY was transformed to the Ministry of Youth again.

Upon issuing the new administrative regulations in June 2016, the Ministry of Youth was assigned a comprehensive role to foster an enabling and supportive environment for youth development and participation encouraging belonging; loyal to their leadership, respect to the constitution, responsible and committed youth to their cultural heritage and youth effectively participating in national development processes. These are translated into several responsibilities that can be summarized as follows:

- Develop communication channels between the Ministry (Government) and youth as well as outreaching and mobilizing youth to support activating youth engagement in the public life.
- Encourage more media attention towards youth issues
- Launch youth programmes as well as foster and empower youth skills and capabilities.
- Supervise (administratively, technically and financially) current youth centers and facilities operating under the ministry. The Ministry also oversees the work of two financially and administratively independent entities a) the Youth Leadership Center b) National Youth and Sports Fund (the latter has been merged recently (June 2017) with the Ministry of Youth)
- Register and supervise youth initiatives and commissions.

- Undertakes developing the infrastructure and maintenance of youth centers, youth camps, youth hostels and youth and sports facilities and complexes.
- Coordinate efforts among all commissions, institutions actors that support the youth movement.
- Initiate and propose laws and legislations as well as draw up policies and operational plans to ensure the integration of youth and activate their participation in political, social and cultural life and developing programs to motivate and enable them and to invest their energies. The ministry is also responsible to mobilize fund and grants to support the youth work and movement.
- Undertake and carry out youth-related research and studies.

The Ministry of Youth functions through a number of divisions in all governorates. It maintains 26 central and governorate level through which operates, manages and supervises youth centres, campsites, sports complexes and youth hostels. The ministry maintains 5 sports cities, 5 youth campsites (fully equipped), and 9 youth hostels (fully equipped) and 190 nationwide youth centers (males and females) giving an advantage for wide outreach.

The ministry also maintains the Higher Council for Youth as an advisory body which comprises of different institutes and civil society memberships. The council contributes to the strategic decision making process as well as central plans. The National Youth and Sports Fund has been recently dissolved under the Ministry. The Ministry oversees the Youth Leadership Development Centre with main role to build capacity and enhance leadership skills. The centre, an administratively and financially independent entity, is managed through a committee that is headed by the Minister of Youth. The Ministry also supervises the Jordanian Association for Boy Scouts and Girl Guides, an independent entity operating since 1987.

4.3 Central, sectoral and national actors

The multi-dimensional nature of youth development, requires action from the whole - government and all relevant non-government organizations to invest in youth potential, address vulnerabilities and prepare youth for their entitlements through a set of opportunities, services and support. Youth development also requires multifaceted coordination and cooperation mechanisms within one sector and among all relevant sectors including different governmental and non- governmental actors as well as youth. This chapter exemplifies the complex relationships and the broad arena of players involved in fostering the youth development environment in the fours sectors (Education, Employment, Health and Civic Engagement).

The institutional mapping exercise that reviewed the mandates, laws, annual reports and relations of main governmental and non-governmental actors identified eight main consistent roles regarding youth development environment in the four sectors:

1. Policy formulation
2. Proposing and endorsing legislation and laws
3. Funding and financing
4. Coordination
5. Supervision
6. Monitoring and Evaluation
7. Registration of organizations
8. Research
9. Implementing youth-related interventions and service delivery
10. Supporting infrastructure for youth

The below table displays the main national players contributing to different roles as identified by laws, mandates, national, sector and inter-sectoral strategies addressing youth issues as well as the non-governmental players commonly known as NGOs.

Roles / Organization	Draw Policies	Draw laws & legislation	Registration & regulating work	Provides services	Coordination	Generate data, statistics & studies	Supervision	M & E	Funding	Support Infrastructure
Ministry of Youth	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Department of Statistics						✓				
E-TVET Fund(Employment, Technical and Vocational Training Fund	✓				✓	✓			✓	
Higher Education Council	✓	✓	✓				✓			
Higher Health Council	✓				✓	✓		✓		
Higher Population Council	✓				✓	✓				
Jordan Enterprise Development Cooperation									✓	
King Abdullah II Fund for Development										
Ministry of Agriculture									✓	
Ministry of Awqaf and Islamic Affairs				✓			✓		✓	✓
Ministry of Education				✓						✓
Ministry of Finance	✓								x	
Ministry of Finance										
Ministry of Health		✓		✓		✓	✓		✓	✓
Ministry of Higher Education and Scientific Research				✓	✓	✓		✓		
Ministry of Interior							✓	✓		
Ministry of Industry, Trade and Supply	✓		✓						✓	
Ministry of Interior							✓	✓	✓	
Ministry of Labor		✓	✓	✓			✓	✓	✓	
Ministry of Municipality Affairs										

Organizations										
Ministry of Planning and International Cooperation	✓				✓					
Ministry of Political and Parliamentary Affairs		✓	✓		✓		✓	✓		
Ministry of Public Sector Development										
Ministry of Public Works and Housing										✓
Ministry of Social Development	✓	✓	✓	✓				✓		✓
National Centre for Human Resources Development						✓				
Parliament		✓								
Quality Assurance Agency										
Social and Economic Council						✓				
Student Aid Fund									✓	
Vocation training cooperation		✓	✓	✓						
NGOs, CSO, Non-profit				✓						

The non-governmental (NGOs) and non-profit youth serving organizations that provide services and implement interventions are categorized into four types: (1) Royal NGOs **-** are established by a royal decree, but not directly linked to the government, as they have separate institutions and budget. These are to some extent dependent on the Royal Family and often headed or established by one of the members; (2) National NGOs - grass-roots initiatives, established to serve their communities or support certain cause. These are registered according to the type of activity and law that governs the sector it serves. (3) International organizations – either UN affiliated agencies or branches of international NGOs; and (4) Religious, charitable organizations – usually community-based and active on local level, providing most vulnerable social groups. Some run youth centers or out-of-school activities (EuroMed, 2007).

Central Governmental institutions

These comprise of key central governmental entities who demonstrate a collective and a crosscutting role in youth development environment with all sectors. These central entities consist of:
- Prime Minister's Office;
- Ministry of Planning and International Cooperation
- Ministry of Finance;
- Registry

Organizations	Role
Prime Ministry	- The apex of the Jordanian Government Agencies. - Translates Royal directives into overarching national agendas or visions. - PM chaired a steering committee which is supported by 17 technical committee and convened and managed by the MOPIC to develop a long-term national vision and strategy that identifies a set of economic and social goals to improving the welfare of citizens including youth (Vision 2025).

	- Heading the National Youth Empowerment Strategy steering committee. - Endorses sectoral state policies including the NYES.
Ministry of Planning and International Cooperation	- Participates in the formulation of economic and social general policy and to develop the programs and plans that are needed to implement it. - Supports improve the developmental policies and promote active participation in the overall development process and strengthen the role of civil society organizations to carry out their duties towards the local community. - Following up and monitor progress of goals and programmes of different development sectors. - Improving developmental policies and enhance active participation and the role of civil society organization towards their local communities. - Fostering international co-operation agreement to support development efforts. - Public consultations on national development plans and strategies. - Open government Partnership. - Inform initiative: making information available to all citizens.
Lower house of representatives **Parliamentary Committee for Youth and Sports**	- Endorses proposed laws and legislations (including youth-related laws and legislations. - Reviewing and studying laws and issues related to youth and sports. - Reviewing and studying issues related to youth and sports unions, committees, clubs and centers. - Legislating laws that organize youth development environment.
Ministry of Finance	The Ministry of Finance is a Central Government Agency responsible for mobilizing and allocating public resources to ensure implementation of Government policies and programmes. It coordinates budget formulation in all Ministries and Departments and enforces prudent financial management. and accountability. The MOF prepares a budget policy framework paper through a law which is approved by the HoR. Once this policy paper is approved, around February budget circulars and guidelines are issued by Ministry of Finance advising all Government agencies to start preparing budgets for the next financial year. According to Ministry of Finance, allocation of funds to Ministries is based on consideration of Government priorities and previous year budget.
Charitable Associations Record – Ministry of Social Development	This is mainly the role of the MOSD through "Charitable Associations Record". The Ministry overseas over 3000 charitable associations (which it licensed), within the charitable associations record. Of these, 1000 associations are registered in other ministries (such as the Ministry of Political Development and Parliamentary Affairs, the Ministry of Culture, the Ministry of Health and the Ministry of Education). The nature of the relationship between the Ministry and the associations involves the following: a. Registration and establishment of the associations, follow-up on annual administrative and financial reports, follow-up on all the associations' work.

b. Organization of the associations' work.

c. Support to associations so that they are effective. For example financial support to associations can be provided, in the amount of JD 3'000-5'000, based on select criteria and allocated from the government's budget. The Ministry also approves foreign funding.

The "Charitable Associations Record" is an institution that is housed with the Ministry but is administratively and financially independent from it. The institution is considered to have a supervisory role that offers services to associations, empowers them, and approves their registration and establishment. It also approves the dissolution of any association, based on reports provided by the Ministry. The Minister of Social Development is the Record's Chairman of the Board, as such all associations in the country are part of this record.

4.4 Communication and Cooperation

Communication is a vital part of understanding the contours of public youth discourse; however transformation of information between and among actors was not very clearly expressed or evident as per the findings and inputs of different actors in four sectors. As mundane communication may occur among different actors, clear communication channels or platforms are still absent in regard to youth. Communication channels are often demonstrated through time bound committees for particular interventions or national strategies. Usually, these provide limited access platforms and their main purpose is to convene the process and progress. While these committees provide a central node for communication, members of these committees rarely communicate bilaterally.

With numerous actors, donors and priorities that translate the national directions and Royal directives to focus on youth as well as the transformation phase the youth sector is witnessing, inadequacy of communication and sharing of results to relevant decision makers in the government and non-government sector; and overall geopolitical situation and its impact in Jordan to respond to the Syrian crisis, all these factors contributed to weakening the propensity of national dialogue regarding youth issues among organization from one end and youth on another end.

In fact, youth-related communication or dialogue platforms are not structurally available in the four sectors whether between and among actors themselves at one end or across sectors, or between actors (government, non-profit etc.) and youth at another end. Communication with youth constituency and institutional representation of youth role is bestowed to the Ministry of Youth (MOY), formerly the Higher Council of Youth. According to the Higher Council of Youth Law (Law 13/2005) the MOY is key government institution entitled to addressing youth issues and developing national youth policy. Nonetheless, neither the Higher Council of Youth in the past nor the MOY in the present had any representative official structure through which youth voices are channeled and considered at a national scale or on regular basis.

> Recently, an independent network "Youth Organizations Coalition" was established of 60 youth organizations on the national level- supported by UNESCO/Jordan. One of the proposed roles of the coalition is to inform better programming for young people in Jordan and to potentially act as a consultative group for the ministry of youth.

As a form of inter-ministerial communication and cooperation, the HCY and its entities including Youth Leadership Development Center and the former National Youth and Sports Fund maintain different board with members from governmental and non-governmental actors with no youth representation. With the recent transformation from a Higher Council of Youth to a Ministry, prospects of shaping these structures are still unclear. On another aspect, the MOY maintains several memoranda of understandings for cooperation and implementation purposes with different national, regional and international organizations.

The Royal discourse has frequently emphasized on importance of joint work and collaborative efforts among government and non-government sector as well as the private sector. The institutional mapping examined the cooperation forms among the mapped programmes. Findings indicated that cooperation (*who works with who*) occurs among actors with common areas or topics of interest and can be categorized as follows:

- Cooperation with the main national counterpart/s mandated to a particular theme or sector or acting as an umbrella such as the case of HPC (Health Sector) that overlooks all population issues and reproductive health. To this end, JCAP and other implementing actors cooperate with HCP on different levels. For example, JCAP has the Higher Population Council as a key member of the "Projects and Programmes Committee" (JCAP, 2015).

- Cooperation for access to implementation: Implementing organizations are bound to cooperation agreements in order to obtain permission to implement and work with youth in framed settings such as schools or universities. All interventions implemented in public schools are in cooperation with MOE being the central management of all entities operating under it. No direct cooperation is possible without the consents MOE. However, cooperation is set directly with each university unlike schools.

- Cooperation to extending services and outreach to particular target segment in particular settings, such as the case of cooperation between KAFD with universities, whereby career guiding offices by KAFD provide service to students within the universities' campus or to ensure outreach of services or particular interventions to particular segments; organizations with wide community outreach serve as liaisons between youth and interventions or services provided

- Cooperation for technical purposes and support to create, exchange and develop technical abilities, experiences and knowledge between organizations. Such examples are demonstrated between GIZ and its partners.

These cooperation forms are realized through inter-agency cooperation[14] mainly bilateralMulti-lateral cooperation including several actors was mainly demonstrated among international actors with wide cooperation relations with NGOS, CBOs. This may be due to clear strategic and convening power and need to have relation for the purpose of implementation.

Results of reading the map of relations indicated some main findings in each sector. Employment sector appeared to demonstrate much less cooperation relations between actors in the sector in comparison to the other sectors. Cooperation among actors in the education sector and health appears

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[14] (between two different agencies)

to be wider including government main entities such as the MOE and MOH; this may stem from the fact that the education sector for example incubate students in school settings that are not accessible without prior permission of the MOE. Private-public sector cooperation appeared to be weak in youth-focused interventions; more cooperation relations occur between the private sector from one end and the NGOS and Royal Initiatives from another end.

4.5 Funding Relations

In reference to direct government funding allocations to the Ministry of Youth for 2017; this accounts for JOD 23 million and 465 thousand divided as per the table below:

Ministry of Youth - Budget allocations in JOD (2017)

Programmes	Current Expenditure	Capital Expenditure	Per cent of total expenditure
Administrative and support services	8,619,000	275,000	%37.9
Youth Development Programmes	3,264,000	3,940,000	% 30.7
Sports Programmes	1,517,000	5,850,000	%31.4

Source: Ministry of Finance, Public Budget Law no. 2/2017

The Ministry of Youth allocated a budget of JOD 2 million accounting for 8.6% of the total budget for the National Youth Empowerment Strategy and JOD 1.8 million are allocated for infrastructure and maintenance work of youth center, camps, hostels and facilities accounting for 7.7% of the total budget.

According to the budget divisions of the Sports Programm, the MOY allocates JOD 750,000 to support the clubs and scouts movement (3.2%), JOD 150,000 to support sports for disability (0.6%) of the total budget and JOD 350,000 to undertake construction and maintenance work sports facilities and playgrounds accounting for 1.5% of the total budget.

Supporting organizational capacities allocations accounted for JOD 275,000 (1.2%) for 2017 budget.

Meanwhile, financial allocations for the Youth and Sports Fund for 2017 (currently dissolved under the MOY) account for JOD 2 million and 75 thousand. The budget allocations is secured from two sources a) Ministry of Finance allocation JOD 1 million 558 thousand for current expenditure and JOD 140,000 to cover capital expenditure b) Returns from two investment project managed by the Fund which allocates a total of JOD 400,000.

These funds are split to cover
   a) administrative and support services (JOD 522,000 of the current expenditure divided as follows: Salaries and fees JOD 120,000, financial rewards and premiums JOD 175,000 and rewards for non-staff JOD 114,000. The fund also contributes, the remaining is allocated for social security, capacity building, research, operational cost and construction work.

b) Youth and Sports Programme (JOD 1 million 413 thousand to support sports clubs (JOD 1 million 228) and youth initiatives (JOD 185,000)

The Ministry of Finance also allocates funds to cover the various aspects of youth work in other sectors, however, due to unclear youth-related indicators and embedded youth segment in interventions by other sectors, it is not possible to present an overall sum of what is spent in the area of youth work and interventions across all sectors.

The institutional mapping indicated that funding of youth-related interventions are mainly from four main sources in Jordan:

- Ministry of Finance
- International Donors & UN agencies
- Non-profit and NGOs
- Private Sector

Responses accounted over 45 actors[15] providing funding to youth-related intervention supporting 114 interventions in all sectors; around one third of the donors contribute to two sectors or more. The private sector contributes to supporting youth-focused interventions and programmes mainly supporting NGOs and Royal NGOS either through financial contribution to programmes, in kind contribution or an endowment created through yearly contribution from the Board of Trustees such as the case of INJAZ. The employment sectors appears to attract more donors accounting to twenty-two actors, followed by the civic engagement sector, then the education.

The table below exhibits the key organizations/institutions providing financial support to different sectors according to the available information provided through the mapping exercise.

Organization/Agency Sector	Education	Employment	Health	Civic Engagement
Abdel Hamid Shouman foundation	✓			
Al Hussein Fund for Excellence	✓			
Arab Fund for Economic and Social Development	✓			
Al Waleed Philanthropies Project		✓		
German Development Bank (KfW)				✓
Boeing		✓		
Canadian Department of Foreign Affairs		✓		
Central Bank and Banks & Banks	✓	✓		

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[15] Several interventions were financially supported by multi-donors that were not provided in details which accounts for more than 45 donor.

Danish Refugee Council				✓
Drosos Foundation		✓		
Embassies				✓
E-TVET Fund	✓	✓		
European union	✓	✓		✓
Foreign Commonwealth office (FCO) UK				✓
German Government (BMZ)		✓		✓
GIZ	✓			
Global Affairs Canada				✓
Government of Canada, Department of Foreign Affairs, Trade and Development	✓			
Government of Canada				
Government of Finland				✓
Government of Kuwait		✓		
Government of Japan				✓
KAFD		✓	✓	✓
Mercy Corps		✓		
Middle East Microfinance Bank		✓		
Mikati Foundation	✓			
MOE	✓			
MOF	✓	✓	✓	✓
MOPIC	✓	✓		
Multi-Ds	✓	✓		✓
National Democratic Institute				✓
Open Society Foundation				✓
QRF	✓			
Private Sector	✓	✓	✓	
Regional Development and Protection Programme		✓		
Spanish Agency for International Development				✓
United Nations Central Emergency Response Fund		✓		
UNDP	✓	✓		
UNFPA			✓	
UNHCR			✓	
UNICEF	✓			✓
US Embassy				✓
USAID	✓	✓	✓	✓
WFP		✓	✓	
World Bank	✓	✓		✓

The civic engagement sector is funded by several actors. Funds channeled to non- profit organizations including National, Royal and International NGOs is more frequent from different donors, while funding from UN and International Donors to government institutes is not very noticeable in this sector. Three donors form clusters in this sector, namely EU, UNICEF and USAID. Each providing funds to several organizations and institutions within one intervention: a) EU supports British Council, JOHUD, NCHR and UNSECO b) UNICEF supports Generation for Peace, Greater Amman Municipality, JOHUD c) USAID supports KAFD, FHI360, Al-Hayat Center. Embassies such as the Dutch, Canadian and USA Embassy also supports some actors in this sector particularly Al-Hayat Center and JOHUD. UNICEF appears to attract a big number of donors and is the only agency supporting a private sector entity "Oasis500" a leading seed investment company and business accelerator that conducts boot camps for entrepreneurship as per the mapping. Private sector funds a few of interventions with JOHUD and GFP.

Several international donors, UN agencies and government entities channel funds to different actors in the Education sector. The Ministry of Education receives funds from several donors such as USAID, BMZ, MOPIC, MOF as well as banks in comparison to MOHESR. Banks emerge as funding entities in the Education sector focusing mainly on supporting the financial literacy programmes introduced as a curriculum in public education. Madrasati stands out as one of the organizations that receive funds from multiple sources such as UNDP, GIZ, UNICEF, MOPIC, BMZ and Multi-donors.

In the Employment sector, the Ministry of Finance channels funds to VTC, E-TVET- DEF, MOL and MOPIC. The Ministry of Labor received support and funds from the WB, BMZ and EU. The private sector supports several programmes with INJAZ, INT@J and BDC.

Less number of funders in the health sectors were identified. Four international donors contribute to support youth-health- related programmes/interventions in comparison to other sectors that attracted more international donors and UN agencies. In light of the Syrian crisis, health funding was directed to life saving interventions and became scarce for youth health-related programmes and interventions. UNFPA appears to be one of the key partners in this sector. UNHCR also contributes to youth-related health interventions reaching both Jordanian and Syrian young people. The sector is also funded by WFP, USAID, KAFD, private sector and government (MOF). RHAS exhibits several funding relations and contributes to a wide-outreach interventions geared towards youth.

Funding and support by international donors vary; generally direct financial allocations is channeled to implementing organizations as per bilateral agreements on spending time frame, reporting mechanism and monitoring process. Other means of support is limited to directly financing technical capacities that contribute to the intervention/programmes by the donor without channeling funds to

the counterpart such as the USAID and GIZ. Another means of financial support, which is not very prevalent, is through an endowment such as the case of USAID endowment for HPC.

Main findings
Ministry of Youth funding and expenditure
a) Scarce spending on youth programmes interventions in comparison to administrative spending and sports sector:

Examining the financial allocation of MOY for 2017 indicates that allocations for youth programming is compromised in favor of other budget items, mainly administrative and support services component. As it often also occurs to reduce the budget allocation again within a fiscal year; in such cases allocated funds for programmes are reduced in favor of salaries budget lines. On the other hand, it is evident that the sports component continues to obtain a larger portion of the allocated funds in comparison to supporting youth initiatives.

b) Lack of clear investment strategy for the Ministry of Youth
It is apparent that the Ministry runs and operates several income generating facilities and projects. An investment strategy paired with a marketing strategy can contribute to better develop a sustainable funding source to the ministry's operations

c) Lack of consultations on financial reductions and cut-offs
Lack of a dialogue platform/structure to support more informed financial decisions by the apex of the government or within government institutions. While cut-offs often occur, redirecting allocated and endorsed budgets to particular departments within a Ministry exhibit another challenge in the government sector; the Health Education & Information Directorate/Ministry of Health that gears many of their interventions to youth health awareness indicated that it has been working with no budget for the past few years due to reallocating funds to other Ministerial priorities or departments.

d) Absence of youth-budget analysis
Figures of the amounts allocated by public/government funding are the most frequently available. Apart from the Ministry of Youth and to say the Ministry of Education that can be considered a youth-serving sector, budget allocations do not present clear segregation of financial spending to the youth segment within the sectors.

e) Officials influence on budget allocations
Power status (personal traits and connections) and influence of officials heading government institutes often contribute to securing the proposed and required budget as needed. Highly influential officials are often able to lobby to tick the balance of donors or funding decisions concerning the interventions of their interest.

f) Weak financial transparency and accountability

Disclosing financial records and budget allocations is still influenced by personal attitudes. Different actors were reluctant to disclose financial information on youth-related programmes during the mapping exercise. Justifications made that information is confidential or requires permission from relevant donors.

g) Excessive dependence on external funding

International and external funds are channeled through the MOPIC and in accordance to the bilateral agreements for a program cycle. The programme cycle determines government institutes and NGOS that will be funded and does not exhibit flexibility for considering other or new counterparts during that particular programme cycle.

It has been noticed that:

- There is excessive dependence on external funding, hence sustainability of programmes is compromised with cessation of funds.
- There is a general perception that donors tend to work with selected entities and actors; thus lack of criteria and regulatory mechanism for directing and channeling funds among different actors, agencies and organizations in the field of youth-focused programmes poses a challenge.
- Youth-focused interventions are still challenged by donor-driven agendas/funds and subsequently direction of funds to particular areas of work or priorities.
- Concentration of funds due to particular emphasis on areas of work or priorities by donors for long periods of time; thus diminishing support and adequate interventions/programmes to other national priorities and interests. Officials from the vocationalsector indicated that donors should focus their funding on establishing factories and institutions that employ people, rather than on repetitive market research and training only. Officials also indicated that the amount of funding, whether governmental or non-governmental, that is allocated to the training and employment sector is insufficient, whereby training and employment is offered to less than 50% of annual job seekers. This is the reason that the unemployment rate is not being reduced.

4.6 Reporting

Inter-government reporting is regulated by laws and regulations in all sectors. All government actors conform to these regulatory instructions report by submitting reports to the MOF as long as financial allocations are channeled to support youth-related programmes or interventions. Ministries report to the PM office as a main umbrella for Ministerial work. Councils, such as the HPC report to a board of directors whose members include government and private sector.

Civil Society Organizations including charity organization are accountable to two government intuitions and are bound to submit annual financial and technical reports the relevant Ministry of registration. In such case, a CSO that is registered under the Ministry of Culture should submit annual report to its relevant Ministry (MOC). However, CSOs are governed also by a law that obligates them to submit annual technical and financial reports to the "Registry of Societies" at Ministry of Social Development (MOSD). The MOSD oversee over 5,000 NOGs, non-profit organizations and charitable organizations.

All organization - with no exceptions - receiving funds for youth-related interventions are obligated to submit reports to donor/partners as stipulated by the bilateral agreements. Donors can be regional, international, national, public or private. International donors as well as UN agencies are obligated to report on progress to MOPIC as per the cooperation agreements signed by the government.

The institutional mapping exercise indicated several reporting routes and forms. As laws and agreements govern the nature of reporting in Jordan, the following table summarizes the main reporting directions:

Implementing or acting Agency	Reporting to Agency/Organization	Reason for Reporting
Government bodies and entities Ministries	**MOF**	Mandated by law, any government entity receiving financial allocations from the MOF are obligated to submit an annual report
	MOPIC	Reporting on progress of the EDP
	Prime Minister	Ministries are accountable to the PM
	Ministers	As mandated by law, some government entities report to the Minister such as the HCC and VTC.
	Donors	As stipulated by cooperation agreements, implementing agencies usually provide financial and technical reports periodically (as per agreement conditions)
Councils	**Board of Directors**	Councils report to board of directors such as the case of HPC
CSO, NGOs and non-profit organizations	Registry of Societies/ MOSD	By mandate, all national CSOs should report annually to the RoS (financially and technically)
	Relevant Ministry of Registry	By mandate also, all CSOs, national non-governmental and non-profit organizations should report annually to the related Ministry of registration (financially and technically)
	Donors	As per agreements

UN agencies and International donors	MOPIC	As stipulated by cooperation agreements, usually provide financial and technical reports periodically (as per agreement conditions)
Royal NGOs	Internal audit reporting	These are regulated by special Royal Decrees and are independent foundations and organizations that adopt internal reporting policies
	Donors	As stipulated by cooperation agreements, implementing agencies usually provide financial and technical reports periodically (as per agreement conditions)

Main findings

Findings indicated several crosscutting issues among all sectors; a positive correlation is evident between reporting and funding. Wherever funding is channeled, reports main progresses are generated to donors or funding entities. Highlights on reporting also showed that limited evaluation reports were available and were mainly for internal use.

While national technical and financial reports are extensively generated to the extent to which the objectives they were intended to achieve were met or not, these do not necessarily reflect the quality of work particularly in binding relations to fulfil strategic objectives. The Higher Population Council for example is an umbrella with a mandate to coordinate the National RH strategy but with no mandate to directly monitor implementation, hence challenged by quality. On the other hand, MOY reports indicate the wide outreach and targeted numbers of youth, however, these reports tended to use succinct listing and descriptive content names of interventions/activities and reached numbers of youth. Reports lacked qualitative and analytical contribution or comprehensive outlook to address issues such as nature of interventions/activities and objectives; background on segments of beneficiaries; influence of interventions on beneficiaries; lessons learnt etc.

Lack of archiving systems and ensuring institutional memory and availability of reports related to previous programmes and projects was indicated as a challenge. Reports are often generated in relation to projects and not necessarily available on request.

As progress and programmes reports are based on bilateral agreements and partnerships, access to these reports are limited to concerned parties that limit other actors to benefiting from these reports. Annual reports of programmes and interventions that are accessible are usually generated by international donors and available on the website. However, findings indicated obligatory annual reporting by CSOs to the "Charitable Associations Record – Ministry of Social Development" utilizing such reports is not clear.

Lack of a national M & E system for youth development and policies that can generate data and information allowing greater transparency and accountability and help identifying lessons learnt is also an issue. Budgets often fail to allocate sufficient resources for monitoring and evaluation; however if secured, actors are usually heavily dependent of M & E tools - not systems - that tend to measure

quantitative data. On the other hand, impact assessment reports are infrequent. Findings indicated that the high cost of such types of reports as well as failing to recognize the value of impact assessment and evaluation reports by different donors or government actors often are the main reasons to limited reporting in this scope. Stakeholders also indicated lack of sufficient experience and availability of expertise in this field.

Finally, lack of any form of national reporting on youth indicators (that include different segments of youth including young girls, disabilities and at risk etc) represents a serious challenge. Unlike population issues for example, an annual report on the progress of population issues and indicators is generated through compilation of inhabitants' issues from different sectors and progress of national policies by HPC. Population report is presented to the Cabinet for informed decision making.

5. Section Five: Recommendations

Instilling better understanding of youth (concept and notions)

In the course of developing this report and on frequent occasions and encounters with officials in the Education, Employment, Health and Civic Engagement sectors were asked: How do you define youth? When is a person a youth and no longer a child? When is a person an adult and mature and no longer a youth? Are youth defined by an age or characteristics?

It is critical to unpack what is meant by 'youth' as they are not one homogenous group, but rather a heterogeneous group with a lot of disparity existing among different segments, socio-economic conditions and different age brackets and even sex related differences of growth, maturation and transition to adulthood. This disparity influences a) what services and opportunities need to be available b) who is eligible to particular privileges/services/opportunities c) whose voices are counted and whose are not d) who is eligible to serve youth.

In this sense, several aspects need to be addressed with the definition and understanding of youth:

- The amended draft of Youth Affairs law that has been recently presented by the MOY to the House of Representatives for endorsement offers an opportunity to further raise and negotiate forward-taking steps to ensure contemporary-responsive legislations and laws for youth before the law is endorsed. In this sense, issues such as calling for the law to consider a legal overarching **youth definition** ; lobbying for a clear definition to what can be considered a "youth organization" are areas that can be incorporated within the Youth Affair Law . Initiating a structured platform for discussion by the MOY with youth and specialists on the this will be a precedent in Jordan, if well managed can promote a comprehensive law that can further promote a supportive and enabling environment for young people.

- Conduct a similar exercise of assessing the broader "child" environment contributes to the understanding of missing opportunities and services in a younger age and during childhood, programmatic overlaps and support developing a full-fledge framework that extends from childhood to "youth hood".

Promoting holistic and positive youth developmental approaches

Throughout the past 30 years, youth development work has faced a significant shift in work approaches and perceptions by policy makers and program planners who began to take this statement and approach — "problem-free is not fully prepared" — to heart. Thus, shifting interventions from the **prevention approach** to the **full engagement approach**; that also shifted work principles from viewing youth and young people **as problems to assets and resources** in addition to acknowledging

and integrating a distinct understanding as whole humans throughout all vectors affecting young people; the positive youth developmental approach defined a set of abilities beyond academic or cognitive competencies to include vocational, physical, emotional, civic, social and cultural competences to realize the development and wellbeing of young people. **Developing complementing goals rather than complementary**

Youth-related interventions/policies also set parallel goals rather than complementing one. What does that mean? Three goals: prevention, solving young people's problems, preparing young people to adulthood are inseparable goals and do not need to compete. In the case of the employment sector for instance, youth unemployment wait-hood policies and interventions are another classical example of problem solving focus. Shortening the unemployment wait-hood that youth spend before finding a suitable job opportunity is crucial. However, with over half of the surveyed youth spent a year or more unemployed before getting employed (SWTS – 2013), this wait-hood is an untapped resource that could be used more effectively to direct youth energy towards community service and volunteerism where young people can develop on the capacities and get better prepared for employment.

Promoting Civic Engagement as a policy and programming principle

It is hardly possible to find a separate policy or a certain agency designated to civic engagement and active citizenship as other sectors have (see education or employment sector). It should not be surprising to agree on the assumption that young 'citizen engagement' is more a policy principle rather than a sector. In principle, policies aim at improving the quality of public services, but also pay a vital contribution to bringing inclusive growth that can benefit all citizens and youth. This inclusivity requires transparent government that can be held accountable by active young citizens. Accordingly, citizen's engagement is a cross-cutting policy principle that can foster a more informed policy making process and encourage governments to respond to citizen demands and deliver quality public services (OECD, 2015). Realizing youth engagement as a principle in policy making, planning and programming requires:

- Wide government structured and institutionalized processes of youth engagement in all sectors at the planning, policy making and programming level that demonstrates a regular feature of the functioning of the institutions or processes;
- Enhancing the role of civil society and recognizing political parties (youth wings) as a key constituency contributing to policy making and addressing their needs and potential holding government accountable.
- Capacity building of policy and decision makers and workers on youth participation levels, concepts and notions;
- Ensuring sufficient funding to support structured youth engagement;
- Youth friendly information platforms that provide timely relevant and accurate information for youth ensuring wide dissemination of information

- Develop an integrated, comprehensive, strategic, well-defined structure and clear volunteerism framework that further encourage volunteerism culture and enhance youth civic engagement.

Promoting youth health in all policies and interventions

Health is a state of complete physical, mental, and social well-being (WHO definition). This comprehensive and broad understanding of health that goes beyond the state of being free from illness or injury supports the WHO argument that the *"enormous public health costs of diseases which become manifest in later life as a result of behavior begun in adolescence is a powerful argument for investing in adolescent/youth health,"* and that this *"will result in significant savings in the economic costs of illness and death, including the direct costs of health care"* (WHO, 1999:154). Youth-health systematic action in all sectors rather than a single issue requires a whole-government approach.

Building a youth development knowledge base

Comprehensive data (quantitative and qualitative) is needed about young people lives and situation that is segregated by sex, age, vulnerabilities, geographical areas etc… to develop youth related programmes and policies for young people on a concrete basis of knowledge that contributes to better planning, monitoring and evaluation as well as information platform.

Investing in current youth settings

- **Schools and universities potential to enhance youth development:** schools and universities are wide-prevailed setting that outreaches more than 90% youth, aged 12 – 15 years in one place. Therefore, schools and universities imply a great opportunity, if well utilized, to offer youth with more comprehensive services and opportunities that influence their development and quality of life.

- **Increasing recognition that non-formal learning** is an essential supplement to school-based education and settings for gaining skills and competences such as Productive School Programmes (details in Annex 1 – Education Programmes).

- **Investing in untapped settings**

Till the age of 24 years old, education institutions, either schools or universities, are the main settings where interventions work to outreach youth through, which indicate out-of-school limit youth's access to such services and opportunities provided by these interventions. In addition, beyond schools and universities, other youth settings remain un-fully utilities, such as:

- Youth centers holds a great untapped potential: In Jordan, there are 190 Youth centers, with only 16,669 male members (12 -25 years), and 13,832 female members (12-30 years). According to (Shtewi, 2015) 5.5% of surveyed youth (10-24 years) are member in youth centers.

- Scouts' association could potentially fill this gap and encourage volunteerism among students as they can outreach and work with all schools, unlike NGOs that need permission and memos to do so.
- Employment centers: the on-going interventions do not capitalize on employment centers as points of attraction for young people that can deliver a set of services beyond employment and job opportunities.
- Tribal and family associations another potential settings for youth interventions and programmes

Inclusiveness and expanding work among youth constituencies
Reviewing all mapped interventions showed that some youth groups are not considered and their entitlements, risks and potentials might have been missed out, segments such as disabilities, youth in contact with the law, young Jordanian expats need further interventions that tap on their potentials and ensure their integration within the society.

Support youth disabilities-friendly services and interventions
Youth with disabilities are experiencing difficulties with accessing basic services of education, employment and health. Further institutionalized measures or interventions that ensure enabling environment for their integration.

Expanding work beyond youth workers and youth professionals
Youth development is mediated by their relations. Significant people in a youth's life influence both the direction and pace of development who may be peers or health care provider, employer or any other community members; interventions and programmes need to consider these primary and secondary circles and groups that contribute and may profoundly shape the lives of youth.

On the other hand, for effective youth programming and policies implementation, findings indicated the need for:

Developing a horizontal and vertical inter-sectoral governance structure as a coordination mechanism that includes youth, representatives of youth organization as well as government institutions as an effective decision-making structure. The model below demonstrated a co-management model that grants youth participation actual authority to influence youth-related policies, programming as well as influence channeling of funds at a national and governorate level.

A Model for Youth Engagement – The Council of Europe

The Council of Europe presents a unique model, known as the "Co- Management" model for Youth. The model applies a decision-making structure that grants youth actual authority. The model operates as follows:

The European Steering Committee for Youth brings together representatives from all signatory countries to the European Cultural Convention, in addition to government representatives every year. The Committee aims to encourage inter-governmental collaboration on youth issues and provide a platform for knowledge sharing and exchange.

The Youth Advisory Council is composed of 30 representatives of non-governmental youth NGOs in Europe; it provides its interventions and views vis-à-vis various issues to ensure the involvement of youth in all youth-related sector specific issues at the Council of Europe.

When these two bodies meet, they form together the Joint Council. The significance of the Council lies in the fact that the decision-making powers are equally shared among the representatives of the government and youth NGOs – hence, this is what is called "Co-Management".

The Youth Programme Committee is a subsidiary of the Joint Council; this Committee is composed of 8 members from the European Youth Committee and the Youth Advisory Council; it monitors and evaluates the programmes presented by the European Youth Centres and the European Youth Foundation.

European Council (Denstad, FinnYrjar), (2009). Youth Policy " How to develop a Youth Policy, Council of Europe Publishing, France".

Support youth-budget analysis in all sectors to planning, quality assurance and accountability. Worth mentioning that the National Council for Family Affairs, with UNICEF and the Ministry of Finance initiated child-budget analysis in 2008 to measure allocation of resources.

Child-Budget Analysis (CBA) is an instrument to guarantee the allocation of resources for children and can also be used as a benchmark to measure the progress of relative policies. NCFA launched in 2009, in cooperation with UNICEF and Ministry of Finance, the Child-Friendly Budget with the objective of allocating part of government budgets to childhood programs in the pillars of health, education and social protection.

the project has underwent two phases, the first of which included an analytical study of the budgets of four ministries (Health, Education, Social Development and Labor) with the objective of determining whether there were sufficient allocations devoted to childhood projects. Furthermore, two policy newsletters on the project were issued, one targeting decision makers and the other targeting the public. The first phase also witnessed the inclusion of a child allocation item in the budget circular of 2012.

The second phase of the project, has been launched since 2013 initiating the Child-Budget Analysis (CBA) for the Ministries of Awqaf and Islamic Affairs and Justice following the same methodology, but with consideration to reservations expressed by Jordan to certain articles of the Convention on the Rights of the Child. NCFA with MOF continue to conduct CBA, in 2016, analytical study was conducted on MOAIA and HCY.

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The least is known about private financing, but evidence from a number of youth-related intervention that private sector can be potential donors and support to the youth sector if funding is channeled through proper mechanism. Conducting mapping and analysis of private sector funding priorities can further contribute to better planning and supporting sustainable mechanisms of funding for the youth sector.

Utilize "Charitable Associations Record – Ministry of Social Development" reports archives as an opportunity for better understanding of interventions trends and avoid replication of projects that was flagged as one of the key issues.

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List of Interviews

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3.	Business Development Centre	Jamal Abu Hantash	Operations Officer
4.	Crown Prince Hussein Foundation	Amjad Al Attar	Monitoring and Evaluation Officer
5.	Education for Employment/Jordan (JEFE)	Ghadeer Khuffash	Chief Executive Officer
6.	Education for Employment/Jordan (JEFE)	Saba Al Hanbali	Programs Manager
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8.	High Health Council	Dr. Rhaghd Al Hadidi	Head of Planning & Head of Projects Management Department Technical Affairs, Studies and Research Directorate
9.	High Health Council	Muien Abu-Shaer	Head of Health Economics & Financing Division Directorate of Technical affairs and Studies
10.	Higher Population Council	Ms. Rania Abbadi	Assistant Secretary General for Technical Affairs and Strategic Planning Coordinator
11.	Higher Population Council	Dr. Sawsan Daja	Director of Programmes
12.	INJAZ	Ahmad Adnan Omar	Partnerships Officer
13.	Institute for Family Health	Adnan Abu Hayja	Operations Senior Manager
14.	INTAJ	Nidal Al Bitar	Chief Executive Officer
15.	INTAJ	Ayad Al-Ashram	JSSO Director
16.	Jordan Communication, Advocacy and Policy Project/ USAID	Ranya Abu-Sharar	External Relations Manager

17.	Jordanian Association for Family Planning and Protection	Bassan Anis	Manager
18.	King Abdulla II Fund for Development	Yusour Hassan	Programs and Initiatives Manager
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22.	Ministry of Health	Dr. Hanan Najmi	
23.	Ministry of Health	Dr. Ne'ma Bar'awi	
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30.	Ministry of Politics and Parliamentary Affairs	Dr. Ali Al Khawaldeh	Advisor to the Minister
31.	Ministry of Planning and International Cooperation	Mohammad Adaileh	Local Development and Enhancement Productivity Programmes Department Manager
32.	Ministry of Planning and International Cooperation	Zeyad Obaidat	Programmes and Development Projects Directorate Manager
33.	Ministry of Planning and International Cooperation	Basem Kanaan	Policies and Strategies Unit Manager
34.	Ministry of Planning and International Cooperation	Sameer Attar	Senior Coordinator - Local Development & Enhancing Productivity Programme
35.	Ministry of Social Development	Ahmad Abu Haidar	Policies Director
36.	Ministry of Social Development	Abdulla Sumairat	Deputy Secretary General

37.	Ministry of Youth	Dr. Yaseen Hulayel	Director of Youth Affairs
38.	Ministry of Youth	Aref Al Fayez	Director of Organizational Analysis Unit
39.	Ministry of Youth	Adel Al Ma'aytah	Director of Administrative Affairs
40.	Ministry of Youth	Dr. Salem Al Hasanat	Director of Youth Leadership Development Centre
41.	Ministry of Youth	Nimr Al Ghananeem	Director of Youth Clubs and Commissions Directorate
42.	National Employment and Training	Engineer Mohammad Al Saoub	Projects and International Cooperation Manager
43.	National Youth and Sport Fund	Abdel Rahman Al Armouti	Manager
44.	Oasis500	Noora Al Mughrabi	Marketing and Public Relations Officer
45.	Royal Health Awareness Society	Amal Ireifij	Director of Programs
46.	Royal Health Awareness Society	Zaina Sarhan	Business Development Officer
47.	The Jordanian National Commission of Women	Janette Shourdom	Acting/Head of Programs Unit
48.	United Nations Population Fund	Yasmine Tabaa'	Youth Officer
49.	ZINQ	Farah Al Kasseeh	

List of Round Table Discussion

Round Table Discussion/ Civic Engagement – 16 April 2017, Amman/Jordan.

Name	Organization
Badea Qubalit	Higher Population Council
Anoud Al-Khatib	All Jordan Youth
Qusai Al Zouibi	Ministry of Politics and Parliamentary Affairs
Raafat Hujoj	Ministry of Social Development
Hana Ahmad	Higher Council for Affairs of Persons with Disabilities
Ali Al Kawalda	Ministry of Politics and Parliamentary Affairs

Round Table Discussion/ Employment – 17 April 2017, Amman/Jordan.

Name	Organization
Hana Ahmad	Higher Council for Affairs of Persons with Disabilities

Deema Arabyat	The Jordanian National Commission of Women
Nadeen Megbil	Ministry of Youth
Suhal Mobida	
Belal	Ministry of Social Development
Amin Shammout	Jordan Enterprise Development Cooperation
Hadeel Abu Soufeh	Higher Council for Affairs of Persons with Disabilities
Ahmad Shoqran	Consultant- National Youth Strategy/Employment
Ebtisam Mahasneh	Ministry of Higher Education and Scientific Research
Ghada Abu Batnou	Employment, Technical and Vocational Training Fund (E-TVET)
Mohammad Al Shorman	Employment, Technical and Vocational Training Fund (E-TVET)

Round Table Discussion/ Education – 19 April 2017, Amman/Jordan.

Name	Organization
Abdullah Ababneh	National Center for Human Resources Development
Abdullah Rababaeh	Ministry of Education
Basem Odaibat	Ministry of Education
Hatem Suhemat	Ministry of Awqaf and Islamic Affairs
May Ishaq	UNESCO
Itaf Al Hadid	Higher Population Council
Hadeel Abu Soufeh	Higher Council for Affairs of Persons with Disabilities
Hana Ahmad	Higher Council for Affairs of Persons with Disabilities
Ali Bederi	Vocational Training Center
Jameel Matalaka	Madrasti
Sherin Shaheen	Madrasti
Wissam Zeidan	Queen Rania Teachers Academy
Ebtisam Mahasneh	Ministry of Higher Education and Scientific Research
Kholoud Khalahlah	Economic Social Council

Round Table Discussion/ Health – 20 April 2017, Amman/Jordan.

Name	Institution
Yasmeen Tabbaa	UNFPA
Areej Othman	Consultant/
Muien Abshaer	High Health Council
Rawan Hazin	HCAC

Maha Al-Ghazoo	Higher Population Council
Dr. Basheer	Ministry of Health
Haneen Odeh	Royal Health Awareness Society
Ibtehal Kasabeh	
Hana Mobaydeen	Higher Council for Affairs of Persons with Disabilities
Fatima Al Abbas	WHO

Oral History Workshop: Understanding Youth Development Context in Jordan - 11 February 2017, Amman/Jordan.

Name	Position
Dr. Mahmoud Sarhan	Retired/MOY – last title: Deputy Secretary General
Dr. Rashad Al Zubi	Retired/MOY – last title: Deputy Secretary General/Technical and Strategic Affairs and, Director of Al Hussein Sports City
Mohammad Al Smadi	Retired/MOY – last title: Director/ Youth Leadership Development Centre
Hanan Al Nua'imat	Retired/MOY – last title: Director – Madaba Governorate Youth Directorate
Nidal Tawalbeh	Retired/MOY – last title: Director of Internal Audit
Youth Al Saa'd	Retired/MOY – last title: Deputy Director - National Youth and Sport Fund
Interview	
HE Ma'moun Nour El-Deen	Former President (1st President) – Higher Council for Youth