



## TWINNING CONTRACT

JO 21 ENI ST 01 22

# Strengthening the capacity of Jordan's Department of Statistics in terms of compilation, analysis and reporting of statistical data in line with International and European best practices

## MISSION REPORT

on

### Component 1

### **Roadmap for the development of an integrated administrative data system in Jordan with pilots on Statistical Business registers (SBR) and population statistics**

### Activity 1.0.A

### **Assessment of current situation and development of the first rolling work plan**

Mission carried out by

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## **List of Abbreviations**

- BC – Beneficiary Country
- CoP – General Population and Housing Census 2015
- DoS – Department of Statistics
- HEIS – Household Expenditure and Income Survey
- MS – Member State
- PL – Project Leader
- RTA – Resident Twinning Advisor
- SBR – Statistical Business Register
- STE – Short-term Expert

## **1. General comments**

This mission report was prepared within the Twinning Project “Strengthening the capacity of Jordan’s Department of Statistics in terms of compilation, analysis and reporting of statistical data in line with International and European best practices”. This was the first activity in component 1 and the actions planned for this activity were carried out as scheduled.

The purposes of the mission were:

- Assessment of current situation for using administrative data for Statistical Business registers (SBR) and population statistics
- Presentation of international and European standards
- Principle and practices for using administrative data
- Defining indicators
- Drafting the first rolling work plan for the component 1

The consultants would like to express their sincere thanks to all officials and individuals met for the kind support and valuable information which they received during the stay in Jordan, and which highly facilitated their work. The views and observations stated in this report are those of the consultants and do not necessarily correspond to the views of EU, Statistics Finland, or Statistics Denmark.

## **2. Assessment and results**

### **General status at DoS**

- Each survey run for itself
- The project must help to make better use of the collected data
- No common identifier makes it possible to share data across domains
- Acceptance of new ways of doing things
- Data exists for society and must be able to work broadly

### **Status on SBR**

- Common ID
- 5 possible sources – 2 is implemented
  - Good coverage
  - Good data, except demographic (especially open and closing dates)
  - Miss data from Tax
  - ISIC4 only used in DoS
- Monthly updated
- IT helps to matching data
- Not used directly but supplement statistics own local registers

### **Status on Social Statistics**

- A unique id-number for persons and businesses entity exist in different administrative sources. However, they are not collected or used in any survey conducted by DoS, and thus now it is not possible to combine data from administrative registers with surveys.
- DoS has contacted six administrative data owners, of which
  - Civil Status and Passport Department and Ministry of Health Insurance Department have given access to their data
  - Agreement has been done with Social Security, but data is not yet received
  - Negotiations have not been done/finalized with Ministry of Higher Education and Scientific Research, Ministry of Education and Supreme Judge Department
- Data from the Department of Civil Status and Passports and the Health Insurance department are received daily bases to IT-department of DoS, and statistical department obtain a sample of data for nearer investigation.

- The register of Civil Status and Passports includes only Jordanian citizens. For the production statistics on population residing in the country the data on foreigners will also be needed. This information is stored in the register of Department of Residence and Borders.
- Register of buildings and dwellings is a core for register-based statistical system. However, now, the register of buildings only exists in Amman so establishing the nationwide register on buildings and dwellings would be a crucial step towards integrated register-based statistics.
- Recommendations/ambitions

The use of international practices and definitions in the organization and use of population registers provides a framework for producing better socio-demographic statistics. Also, the use of scientific methodologies in the processing of administrative data is a path towards register-based population censuses.

### **3. Conclusions and recommendations**

Based on the input from various presentations, discussions, and group work with the staff of DoS, the MS Experts developed an initial draft work plan for the component. All mandatory results and sub-results have been discussed and the initial draft work plan will serve as the basis for further development and refinements until presented as a final input to the first rolling work plan for the Twinning project.

During the first two days of the mission MS Experts presented their experiences and recommendations for the integration of administrative data in DoS. For SBR the system StatBus was strongly recommended to install, test, and use the system for a future SBR. The integration of the StatBus should of course be evaluated frequent throughout project implementation. Further information about StatBus on the homepage [www.statbus.org](http://www.statbus.org).

Regarding the Census and the transition to a fully digital production, it was stressed by MS Experts that the transition phase with a hybrid model e.g., in Finland took around 20 years before a census based on administrative data alone was established. In that light DoS should be aware that the transition will not be done overnight. It was suggested that DoS – depending on the findings and progress during project implementation – can plan for a mid-way census in 2030 to accelerate the development.

The MS Experts want to stress that DoS's Social statistics need help to be a part of the new up to date-register of Population. There is a need to think Statistical needs into the project.

The initial draft work plan is attached to this mission report as a separate document in Excel-version. It is important to underline, that the initial draft work plan is not a final product. It reflects the recommendations from the MS Experts based on the input at the mission. There will later be conducted a separate mission (Activity 1.0.B), which will add milestones to the work plan concerning issues related to IT-strategy and IT-capacity and –infrastructure of DoS.

The MS Experts find that the participants in the mission were very dedicated and with many ideas. The MS Experts find it crucial that the management of DoS will support and motivate the staff of DoS through the project. It also needs to be stressed that it is important that all parts of DoS – including the management –participate for having DoS as an active participant in the Jordan society.

## **Annex 1. Terms of Reference**

### **EU Twinning Project JO 21 ENI ST 01 22**

#### **Component 1:**

Roadmap for the development of an integrated administrative data system in Jordan with pilots on Statistical Business registers (SBR) and population statistics

#### **Activity 1.0 – Part A:**

Assessment of current situation and development of KPI's and first rolling work plan

*Dates: 26 - 29 September 2022*

### **0. Objective and Mandatory results for the component**

#### Objective:

To prepare a roadmap for the development of an integrated administrative data system for Jordan, and conduct pilot projects on creating an SBR and strengthening population statistics.

#### Mandatory results (MR):

- **MR 1.1:** Compile an inventory of administrative data on businesses and households and an indicative roadmap for inclusion in an integrated administrative data system
- **MR 1.2:** Undertake a pilot project to develop a strategy for integrating administrative data sources for the purposes of creating an SBR for Jordan
- **MR 1.3:** Undertake a pilot project on how available administrative records can be used to strengthen population statistics and inform the framing of the CoP 2025 questionnaire.
- **MR 1.4:** Develop strategy for ensuring flows of data between the DoS and counterpart institutions are established on an ongoing basis for the pilot projects above
- **MR 1.5:** Implement training programmes and develop training materials both within DoS and with partner institutions on the use of administrative records for statistical purposes

### **1. Purpose of the activity**

- Assessing the current situation for using administrative data in Jordan particular focus on:
  - The National Statistical System in Jordan
  - Principle and practices for using administrative data
  - Statistical Business registers (SBR)
  - Population statistics
  - Training
- Breaking down each Mandatory Results (MR) into Indicators
- Drafting the first rolling work plan for component 1 on an integrated administrative data system in Jordan.

## 2. Expected output of the activity

### Common overview of the current situation for using administrative data in Jordan:

- The Twinning team, MS experts and DoS experts has obtained a common understanding of current situation, vision and challenges for developing an integrated administrative data system for Jordan with particular focus on SBR and population statistics.
- The level of compliance with relevant EU regulations and other international standards assessed.

### Development of Indicators:

- Indicators for each MR drafted.

In order to monitor the project implementation, each MR will be broken down into a number of steps with associated Indicators. The KPI's will follow the SMART principle (Specific, Measurable, Attainable, Relevant and Time bound). The KPI's will allow DoS, the Twinning Team and the Project Steering Committee (SC) to monitor and follow the progress in the project.

The development of Indicators will take outset in the table below and will focus on the MR listed below:

*Table 1: MR in focus in this activity.*

MR	Input	Process	Output	Indicators
MR 1.1: Inventory of administrative data and an indicative roadmap				
MR 1.2: Pilot project on SBR				
MR 1.3 Pilot on population statistics				
MR 1.5 Training program				

### Drafting the first rolling work plan for the project:

- Headlines and brief descriptions to all planned activities drafted  
Expect number of activities in component 1: 26 Short Terms Expert Mission; 5 Study visits over two years  
  
Sequence and timing of activities for the first six month of the project discussed and drafted
- Detailed description of activities for the first six months dicussed and drafted

The draft should allow the RTA and the Project Leaders to generate a final first rolling work plan. According to our experience, activities need to be planned for the entire project period. Although the level of detail will be less for the later quarters of the project. When developing the initial work plan we will add headlines and brief descriptions to all planned activities and more detaiaied descriptioptions for activities within the first six months of the component (Table 2).

*Table 2: Template for describing activities.*

Activity number	Title
Subject	
Methods	
Resources	
Duration	
Output	
Time schedule	



### **3. Resources**

Translation and interpretation will be provide throughout the activity.

### **4. Overall agenda**

- Day 1: Current status in Jordan – needs and challenges related to the component
- Day 2: Breaking down the Mandatory Results for the component into KPI's
- Day 3: Based on KPI's draft the first rolling work plan of activities in Jordan and study visits
- Day 4: Summary and conclusions.

### **5. Background information from the Fiche**

#### **Background and justification**

The demand for good statistics in the Hashemite Kingdom of Jordan has increased in line with economic and social developments in recent years. In addition to social changes and the impact of digitalisation, globalisation and other innovations, Jordan has seen a major influx of refugees reflecting political instability in the wider region.

Good statistics are at the core of evidence based policy-making and the DoS is committed to providing its users with the high-quality data required to inform decision-making, and to co-ordinate activities across the Jordanian statistical system, in line with the best international standards.

The DoS has made huge advances in recent years in enhancing its data collection procedures and adopting new technologies and statistical methodologies. All stages of the General Population and Housing Census 2015 (CoP) were conducted electronically, making the DoS a leader in applying new technologies in this area.

Despite the successes in transforming its operations, DoS faces significant challenges in delivering the goals of the NSDS. The lack of adequate resources has weakened its development capacity, particularly its ability to attract and maintain staff with the desired competencies. In particular, high levels of staff turnover have created difficulties in sustaining progress already made, and ensuring that expertise is not lost. The benefits of previous donor projects, have not been fully realised in all cases, due to high staff turnover levels. Support is therefore required to enable the DoS to meet the increasing demand for statistics, and to implement the necessary changes on a sustainable basis. The twinning project has been designed to focus on some of the key challenges currently facing the DoS in a resource-efficient manner.

In this regard, the incorporation of administrative data within DoS statistics represents a much more efficient approach compared to introducing new data collection systems. Administrative data are collected primarily for non-statistical purposes, but provide key source information for official statistics. Access by statistical offices to administrative data has been greatly enhanced by technological developments in the field of data collection, storage, retrieval, data editing and cleaning and the establishment of linked computer architecture to facilitate data transfers. The NSDS for Jordan clearly identifies the expanded use of administrative records as a key goal in delivering its strategic objectives:

*Providing statistical data through the management of administrative data is a requirement to develop public sector performance and public administration in Jordan.*

As part of the NSDS, the DoS is committed to:

*Develop the work in the administrative records to obtain statistical information in cooperation and coordination with partner institutions for utilizing these records in obtaining accurate data, saving time and effort and to enhance statistical analysis.*

Enhanced access to and integration of administrative data sources can, therefore, contribute to expanding statistical outputs in the DoS, and to improving data quality across a range of statistical domains, including agriculture, population and business statistics. Administrative data also provides an opportunity for the DoS to deliver efficiencies by replacing some current data collection and by creating new statistical products. This can only be achieved, however, through the development of an integrated administrative data system based on the harmonisation of databases, concepts and identifiers and the adoption of international standards and classifications.

However, a comprehensive programme to integrate available administrative records within the Jordanian statistical system and particularly within the DoS is a major exercise, which can only be implemented on a step-by-step basis over a significant time period. The development of a fully integrated administrative data system for Jordan is, therefore, beyond the scope of this project.

The twinning project can, however, undertake pilot projects to provide a first step in addressing the longer-term objective of developing an integrated system. The focus will be on administrative records which can be used by the DoS for enhancing business and household statistics. Work undertaken as part of these pilot projects can provide a template for the wider incorporation of administrative data within the Jordanian statistical system. In addition to the pilot projects on business and population statistics, the twinning project will compile an inventory of administrative data, and an assessment of their potential for inclusion in DoS statistical processes. An indicative roadmap for the inclusion of these data in an integrated system can then be recommended. Much of the information on the key administrative data sources and stakeholders has already been identified in the NSDS.

### *Components and results per component*

**Component 1: To prepare a roadmap for the development of an integrated administrative data system for Jordan, and conduct pilot projects on creating an SBR and strengthening population statistics.**

As the development of a fully integrated administrative data system is a longer-term project, the focus of the twinning project will be on specific pilot projects where the use of administrative records can address key challenges currently faced by the DoS. These pilot projects will constitute the first steps in rolling out a roadmap for the Jordanian statistical system by providing a template for expanding the use of administrative data across the wider statistical system over time. Specifically, the pilots for the twinning project will focus on the development of an SBR and improving the quality of population estimates. It is understood that key source data for an SBR reside with the Companies Controller Department and the Ministry of Industry and Trade, while data holdings within the Civil Status and Passports Department can strengthen population estimates - however, other data sources may also be considered as part of the project. The institutions referenced are part of the wider statistical system and were stakeholders in developing the NSDS.

In addition to improving population estimates, administrative data can also contribute to refining the scope of the 2025 General Population and Housing Census (COP) questionnaire, thereby freeing up resources in the DoS. Similarly, the existence of an SBR can enhance statistical outputs on business, while also delivering efficiencies in the DoS.

In summary, Component 1 will provide an inventory and roadmap for the inclusion of administrative data on business and households within DoS statistics and undertake two specific pilot projects on SBRs and population estimates.

**Component 1 is sub-divided in five sub-components with mandatory results applicable to each sub-component:**

- ***Mandatory Result 1.1: Compile an inventory of administrative data on businesses and households and an indicative roadmap for inclusion in an integrated administrative data system***

Compiling an inventory of administrative data sources on business and households is the first step in developing and integrating these data with DoS statistics. The inventory needs to include the various data variables collected in ministries with detailed metadata on each – definitions, concepts, identifiers, periodicity etc. A mapping exercise is then required to assess how this information can be linked to DoS data, and whether the variables collected in ministries can be converted to statistical concepts and definitions. A process for linking identifiers is critical – this may be particularly difficult for business data as the concept of a statistical business unit can differ from administrative identifiers based on legal or accounting structures.

Based on the inventory and mapping exercise, an indicative roadmap can then be drawn up for integrating other administrative data sources within a coherent and structured framework. This roadmap will propose a timeframe for the integration of different administrative data sources and define the role of the parties involved. It will also reinforce DoS's co-ordination role in the Jordanian statistical system in line with its statutory mandate. The pilot projects listed below will build on the work undertaken in this sub-component.

- ***Mandatory Result 1.2: Undertake a pilot project to develop a strategy for integrating administrative data sources for the purposes of creating an SBR for Jordan***

For business statistics, the development of a statistical business register (SBR) is essential to integrating different data sources, and providing additional analysis without increasing costs. It is also the main source of business demography indicators. The lack of an SBR has also been identified as an impediment to improving DoS statistics.

SBRs are an essential component in supporting the coherence, consistency and quality of statistics produced. As well as providing data on the population of business units, the SBR provides a basis for selecting and monitoring samples, integrating administrative and other data sources and providing a framework for deriving business demographics. The lack of a comprehensive business register was identified as an obstacle to future improvements of DoS statistics back in the 2015 twinning project led by Statistics Denmark<sup>1</sup>. This gap still remains - developing and maintaining an SBR for Jordan would, therefore, greatly enhance the ability of the DoS to monitor and analyse developments in a rapidly changing business environment. The pilot project will examine available administrative data sources on business entities, primarily in the Companies Controller Department and Ministry of Industry and Trade. Based on the mapping exercise in 1.1 above, a strategy for linking these data with DoS information, primarily from the Census of Establishments (CoE), will be drawn up. While specific administrative source data have been identified for the pilot, other information can also be considered.

- ***Mandatory Result 1.3: Undertake a pilot project on how available administrative records can be used to strengthen population statistics and inform the framing of the CoP 2025 questionnaire.***

Providing reliable population estimates has become very complicated in Jordan, due to difficulties in monitoring population movements, arising from the volatile political situation in neighbouring countries. The problem is particularly acute at regional level, as reliable data do not exist within

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<sup>1</sup> Twinning Contract JO-13-ENP-ST-23

the DoS to track population movements across the Kingdom. This sub-component will examine how administrative records can provide new source data to better monitor population inflows and movements across governorates and municipalities. A pilot project will assess how administrative data (e.g., from the Civil Status and Passports Department) can be combined with DoS data such as the CoP to strengthen population statistics. The twinning project may wish to explore data sources other than administrative data – for instance, Cities and Villages Development Bank (CVDB) compiles data at small area level on population movements.

Administrative data on population attributes may also help in replacing data currently collected in CoPs. This sub-component will assess how administrative data can help in framing the questionnaire for the 2025 Census, with particular focus on the potential to free up resources in the DoS.

➤ ***Mandatory Result 1.4: Develop strategy for ensuring flows of data between the DoS and counterpart institutions are established on an ongoing basis for the pilot projects above***

The integration of new administrative data sources by the DoS must be established on a long-term sustainable basis. This requires the adoption of international standards in terms of statistical concepts, classifications and methodologies, and the use of common identifiers by the government departments providing the source data. In addition, the necessary technical infrastructure needs to be developed to facilitate data transfers on an ongoing basis. This sub-component will investigate the harmonisation of statistical classifications and identifiers for the datasets used in the pilot projects, and the technical requirements needed for the sharing of data between the DoS and the partner institutions on an ongoing and sustainable basis. It will also review the internal flows of these data within the DoS, and make recommendations, as appropriate.

➤ ***Mandatory Result 1.5: Implement training programmes and develop training materials both within DoS and with partner institutions on the use of administrative records for statistical purposes***

Harmonising databases between the DoS and counterpart institutions requires intensive training for staff within the DoS and in the counterpart institutions. Given its statutory leadership role in the Jordanian statistical system, the twinning project will assist the DoS in developing the requisite training programmes and providing the necessary training materials, workshops and supports. Appropriate training and supporting materials are required not only for DoS staff but for staff in the statistical units of other government institutions who comprise the wider Jordanian statistical system. Training programmes and action plans need to be developed for the two pilot projects based on the methodology adopted for each. The Jordanian Statistical Training Center (JSTC) will work closely with project experts in the development of the requisite programmes.

## Annex 2: Programme for the mission

<b>Date</b>	<b>Place</b>	<b>Topic</b>
<b>Monday – 26 Sept.</b> <b>11:00 – 16:00</b>	Meeting room	Welcoming, acquaintance, programme of the week (Mohammad Khalaf and Charlotte Nielsen) <b>DoS:</b> Introduction to component 1 – including introduction to DoS and the National Statistical System in Jordan <b>DoS:</b> Overview of the current situation of SBR in Jordan – status, needs and challenges <b>DoS:</b> Overview of population statistics in Jordan – status, needs and challenges Discussion, questions and remarks
<i>Presentation of current situation and vision</i>		
<b>Tuesday - 27 Sept.</b> <b>09:00 – 16:00</b>	Meeting room	<b>MS:</b> Summary and conclusion from day 1 <b>MS:</b> Introduction to relevant EU best practice Breaking down MR into Indicators – part 1 Breaking down MR into Indicators – part 2 Breaking down MR into Indicators – part 3 Breaking down MR into Indicators – part 4
<i>Indicators</i>		
<b>Wednesday - 28 Sept.</b> <b>09:00 – 16:00</b>	Meeting room	<b>MS:</b> Summary and conclusion from day 2 Drafting the first rolling work plan - Part 1 Drafting the first rolling work plan - Part 2 Drafting the first rolling work plan - Part 3 Drafting the first rolling work plan - Part 4
<i>Rolling work plan</i>		
<b>Thursday - 29 Sept.</b> <b>09:00 – 16:00</b>	Meeting room	<b>MS:</b> Summary and conclusion from day 3 Summarizing - Part 1 Summarizing - Part 2 Summarizing - Part 3 Presentation of the outline for Indicators and Twinning working plan for the management Final remarks and thanks
<i>Work plan - continued</i>		

### **Abbreviations:**

**BC** = Beneficiary Country (Jordan);

**MS** = EU Member State (Denmark, Germany, Italy, Lithuania, Finland);

**DoS** = Department of Statistics, Jordan

## Annex 3: Persons met

### MS Short Term Experts (STE's):

- **Mr. Steen Eiberg Jørgensen**, Deputy Head of Division for Business Data Collection and Registers, Statistics Denmark (MS Component Leader)  
Mr. Steen Eiberg Jørgensen has more than 20 years' professional experience in official statistics administration. Since 2008 Mr. Jørgensen has strong expertise in all dimensions of business registers in particular - and of register based official statistics in general. This includes integration of administrative data within official statistics and knowledge of standardising datasets, classifications and identifiers. In addition Mr. Jørgensen has extensive experience in delivering training programs both at national and international level and is active member of several Eurostat working groups.  
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- **Ms. Kaija Ruotsalainen**, Senior Adviser, Statistics Finland  
Ms. Ruotsalainen has more than 20 year of experience in planning and developing registerbased statistical systems and using administrative registers in compiling statistics; Expert on Population and Housing Census; Expert in using and combining data from administrative registers. Ms. Ruotsalainen has contributed to: [A Handbook of Principles and Practices using Administrative and Secondary Sources for Official Statistics](#).  
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- **Mr. Peter Bohnstedt Anan Hansen**, Chief Adviser, Statistics Denmark (MS Project Leader)  
Mr. Hansen has worked intensively with official statistics for 15 years, including social statistics and administrative data, as well as statistical capacity building. His experience is founded in European and international standards. His experience with officially produced statistics has given him extensive knowledge of procedures for producing statistics based on administrative data, working methods and organisational structures – from both a strategic and a project management point of view.  
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