



Global
Entrepreneurship
Monitor

The GEM National Entrepreneurship Context Index: A Compass for Policymaking in Jordan



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Introduction

The GEM National Entrepreneurship Context Index (NECI) is far more than a scoreboard for public consumption. The Index can act as a guiding tool for policy decisions, as demonstrated by the experience of the Jordanian government.



Economic Modernisation Vision

Unleashing potential to build the future

The NECI measures the Entrepreneurial Framework Conditions (EFCs) that make up the context in which entrepreneurial activity takes place in a country. It is included as one of the impact indicators of the Jordan's Economic Modernization Vision, a national development plan launched in 2022 that outlines strategic goals through 2033 to drive sustainable economic growth, enhance competitiveness, and

create 1,000,000 jobs across key sectors. Clear targets have been set for 2033, making the index Jordan's yardstick for tracking entrepreneurial reforms.

The National Entrepreneurship Context Index (NECI) was selected as a globally recognised and well-established indicator for assessing the national entrepreneurial ecosystem. The Ministry of Digital Economy and Entrepreneurship, as a member of the GEM Jordan National Team, formally nominated the NECI to the Prime Ministry, which is responsible for monitoring and evaluating progress toward the Vision. The NECI replaces a previously used indicator that has been discontinued since 2020.

The Challenges Facing Jordan's Entrepreneurial Ecosystem

Jordan faces several challenges in advancing entrepreneurship, including weak coordination among stakeholders and a lack of evidence-based data to guide effective policy decisions. A noticeable gap also exists between the announced policies intended to empower entrepreneurs and the on-the-ground reality of entrepreneurs, particularly in areas such as access to financing and entrepreneurial education.

For example, according to the 2024 NECI, Jordan ranks sixth among 14 countries and scores 4.5 out of 10 for access to entrepreneurial finance, reflecting a relatively positive position compared to regional averages. Regarding entrepreneurship education, Jordan scores 3.7 out of 10 at the school level and 4.3 out of 10 at the post-school level, underscoring a need to strengthen programmes and initiatives focused on developing entrepreneurial skills within the education system. These data highlight the importance of addressing current gaps in the entrepreneurial ecosystem to foster sustainable growth. While these factors alone do not fully explain Jordan's low levels of Established Business Ownership (EBO—businesses operating for more than 42 months), they remain critical to creating an enabling environment for entrepreneurial development.

The [GEM 2024/2025 Jordan National Report](#) highlights key findings, including a decline in early-stage business ownership (EBO) from 7% in 2023 to 5% in 2024. This trend underscores the need for stronger post-establishment support, particularly in the areas of mentorship, financial management, and market adaptation.

Fear of failure remains one of the challenges facing new business creation, with 48% of Jordanians citing it as a reason for not pursuing entrepreneurship. However, according to the [GEM Jordan 2024/2025 National Report](#), this figure has decreased from 54.3% in 2023 to 48%. This change indicates an improvement in individual confidence and willingness to engage in entrepreneurial activity.

While this challenge persists, the observed decline signals positive progress in the entrepreneurial environment. Policymakers should build on this momentum by promoting failure-tolerant financing mechanisms and expanding entrepreneurship training programmes. Fostering innovation in entrepreneurship also requires strengthening collaboration between universities and the private sector, along with providing incentives to boost investment in research and development. In this context, GEM Jordan reports have played a critical role in raising awareness and providing robust, evidence-based insights to support informed policymaking and the design of effective public policies.

While women's participation in early-stage entrepreneurship is on the rise, their involvement in established businesses remains low. According to the [GEM Jordan National Report 2024/2025](#), the Total Early-stage Entrepreneurial Activity (TEA) rate among women increased from 11% in 2023 to 20% in 2024, marking significant growth in women's participation in entrepreneurship. In contrast, the EBO rate among women declined from 3.2% in 2023/2024 to 2.5% in 2024/2025. This challenge can be addressed through targeted policy reform. Strengthening support for women-led ventures—particularly through mentorship programmes and dedicated financing instruments—is essential to narrowing this gap.

Driving Evidence-based Policymaking

The GEM data is a vital resource for overcoming the challenges facing Jordan's entrepreneurship ecosystem. In addition to leveraging the GEM NECI within the Economic Modernization Vision, the Government of Jordan also draws on broader analytical insights from the GEM Jordan National Reports to inform policy design and implementation.

The General Policy for Entrepreneurship (2021–2027) was established as a national framework, with GEM data used to assess its impact on Jordan's entrepreneurial ecosystem.

By delivering clear, evidence-based insights, GEM Jordan enables policymakers, government institutions, and other ecosystem actors in understanding current conditions, identifying gaps, and making informed decisions as evidenced by the following:

- 1. Identifies key barriers:** GEM pinpoints issues such as the drop in established business ownership and the 48% fear of failure rate. These findings justify targeted responses such as those mentioned above.
- 2. Informs policy development:** GEM highlights critical challenges, including the decline in established business ownership and the persistently high fear-of-failure rate (48%). These findings provide a strong evidence base for targeted policy responses, such as those outlined above.
- 3. Fosters collaboration:** GEM's comprehensive analysis facilitates structured dialogue among government, the private sector, and academia, helping to better align entrepreneurial education, market needs, and technological innovation. In this context, a high-level meeting was convened in January 2025 to review the findings of the GEM Jordan National Report. Participants included representatives from government entities, private sector organisations, relevant institutions, and entrepreneurship experts. The meeting aimed to gather feedback on the findings and discuss actionable recommendations to strengthen Jordan's entrepreneurship ecosystem, with particular emphasis on education, financing, government policy, and infrastructure.



4. **Promotes entrepreneurial culture:** By informing the General Policy for Entrepreneurship (2021–2027), GEM data support awareness-raising initiatives that encourage innovation and embed entrepreneurship across different segments of society. Key findings from the GEM Jordan National Report have been disseminated through media campaigns and stakeholder engagement activities as part of a national effort to foster an entrepreneurial mindset. Looking ahead, GEM data will also provide a critical evidence base for shaping entrepreneurship policies beyond the 2021–2027 framework.
5. **Enables global comparison:** Benchmarking Jordan’s performance against regional and international peers—including the global average and countries such as Oman, Egypt, Saudi Arabia, the United Arab Emirates, Morocco, Bahrain, and Qatar—helps identify national strengths and weaknesses. This comparative perspective supports decision-makers in adopting relevant global best practices to strengthen the entrepreneurship ecosystem and enhance Jordan’s competitiveness.

“The Global Entrepreneurship Monitor data is a strategic tool that supports our efforts in developing evidence-based policies,”
said **Eng. Sami Issa Smeirat Minister of Digital Economy and Entrepreneurship.**

“The report’s findings enable us to track progress, address challenges with precision, and strengthen the entrepreneurial ecosystem in Jordan.

We look forward to expanding the use of this data in evaluating policies and designing future initiatives.”



A Multi-Channel Strategy for Driving Awareness and Policy Dialogue

The GEM Jordan National Team adopted a comprehensive approach focused on knowledge dissemination and raising awareness of the key findings and policy implications through multiple channels. GEM Jordan National Reports are written in clear, analytical language to ensure accessibility and impact specifically on policymakers.

To extend the reach of the findings, the team actively engages in high-profile public platforms. As part of the 2025 Global Entrepreneurship Week, the team participated in a panel discussion organised by the Engineers Entrepreneurs Center at the Jordan Engineers Association to discuss national efforts and Jordan's results in the latest GEM report.



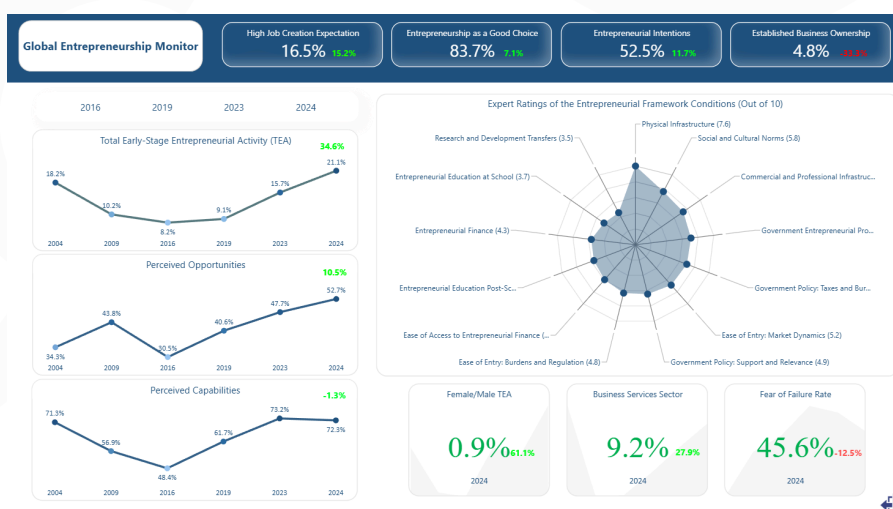
Furthermore, the team collaborated with GIZ Jordan and the Queen Rania Center for Entrepreneurship (QRCE) in a session themed "Skills, Education & Capacity Building, where they presented evidence-based insights to advocate for reforming entrepreneurial education and preparing youth for future opportunities.



Complementing these activities, the report's key findings were disseminated across social media platforms and covered by national media, and a summary of Jordan's performance was published on the Ministry's official website. A formal press release was also issued. In parallel, the annual preparation of the National Expert Survey (NES) places strong emphasis on the selection of influential policymakers and leading entrepreneurs, ensuring credible, balanced, and representative inputs.



A key component of this policy approach is the Jordan Strategy Forum's Economic Dashboard, which has been updated to include Jordan's results from the latest GEM Report. Publishing the GEM findings through the Dashboard significantly enhances the visibility and impact of these results, making them easily accessible to policymakers, researchers, investors, and entrepreneurs, both nationally and internationally.



This platform, backed by a reputable think tank, enhances the credibility and authority of GEM findings, encouraging greater stakeholder engagement. The readily available data empowers policymakers to make data-driven decisions, identify gaps in entrepreneurship support, develop informed strategies, and monitor the entrepreneurial landscape. The dashboard also serves as a powerful communication tool, using visualisations to highlight key findings and foster public discussion, while also facilitating benchmarking and comparative analysis.

This integrated strategy helped position the GEM Jordan National Report as a valuable reference for guiding and monitoring the implementation of the General Policy for Entrepreneurship 2021-2027. Additionally, the diverse composition of the GEM Jordan National Team – bringing together government representation from the Ministry of Digital Economy, academia (represented by the German Jordanian University), and the private sector represented by the Jordan Strategy Forum (JSF), enriched the analysis and enhanced the comprehensiveness of the research.

H.E. Nesreen Barakat, Chief Executive Officer of the Jordan Strategy Forum, noted:

"Jordan has made important strides in understanding and supporting its entrepreneurial ecosystem, and the GEM data has been central to that progress. At the Jordan Strategy Forum, we believe now is the time to build on what has been accomplished: to dig deeper, act faster, and design policies that truly unlock the potential of entrepreneurship. As part of the National Team for GEM 2024/25, JSF is committed to using this data not just to reflect where we are, but to help drive where we need to go."



Lessons in Leveraging GEM for a National Entrepreneurship Strategy

Jordan's GEM National Team identified several key lessons that may benefit other teams aiming for similar policy impact.

- 1 It was essential to build strong partnerships across government entities, the private sector, academia, and entrepreneurship support organisations. For instance, the partnership between the Ministry of Digital Economy and Entrepreneurship, the Jordan Strategy Forum, and the German Jordanian University allowed for joint authorship of the GEM report, validation of findings in a high-level meeting, and alignment of policy recommendations with national priorities. These collaborations ensure that GEM data is meaningfully integrated into national policymaking and enriched by a range of diverse perspectives.
- 2 Presenting GEM findings in a clear, professional, and policy-focused manner, with an emphasis on key messages and implications, significantly boost stakeholder engagement. This approach ensures that the data is not only understood but is also translated into actionable decisions.
- 3 Diversity within the National Team deepens the analysis. This was achieved by intentionally forming a team that includes representatives from the public sector (Ministry of Digital Economy and Entrepreneurship), academia (German Jordanian University), and the private sector (Jordan Strategy Forum). This ensured that the analysis from different institutional lenses and practical insights. This diversity of viewpoints contributes to more inclusive and balanced recommendations and help broaden the report's reach across sectors.
- 4 Ongoing monitoring and putting into place related feedback mechanisms of how GEM data informs national strategies are proven critical components. These steps help to maintain alignment with broader economic objectives and reinforce GEM's value as a trusted policy reference.

Together, these lessons provide a strong foundation for using GEM data to drive meaningful change within the entrepreneurship ecosystems.

The GEM Jordan National Team is committed to ensuring continued participation in the report and strengthening the credibility and national recognition of the GEM brand through ongoing collaboration among its core partners: the Ministry of Digital Economy and Entrepreneurship, the Jordan Strategy Forum, and the German Jordanian University.

The team also aims to build national capacity to utilise entrepreneurship data in evidence-based policymaking by promoting and disseminating the report's findings. A key future priority is to expand entrepreneurship awareness beyond the capital by fostering a culture of entrepreneurship at the governorate level and highlighting local entrepreneurial initiatives across the country. This decentralised approach contributes to embedding entrepreneurship as a key driver of sustainable economic and social development in Jordan.