Labor Statistics for evidence-based policies

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Abstract

Kuwait labor market has known in recent years enormous imbalances, which were represented by large employment in the government sector and little presence of Kuwaitis in the private sector compared to the growing expatriate labor. The labor force survey carried out in the past, every five years, did not meet all the requirements of the current situation.

The aim of this work is to present the alternatives that were adopted to remedy and improve labor market statistics. Evaluation of data sources of the administrative records for labor statistics, analysis of the labor market based on the SWOT matrix; and an assessment of the labor force surveys were carried out.

A special emphasis, in this study was made on the Labor Market Information System (LMIS) through the dialogue between the users and the producers of data, the international partnership that provided technical assistance, the upgrade of the labor survey and the establishment of a national statistical strategy of awareness.

The Labor Market Information System and the labor surveys are thus becoming real and credible tools for evidence-based policies in Kuwait.

<u>Key words</u>: Labor market, labor force, information system,administrative records, partnership, market strategy.

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1. Introduction

The labor market statistics is one of the most important databases, which had known an increasing demand from government institutions and research centers concerned with policymaking, due to the changing of labor market structure and the mounting imbalances in the Kuwaiti labor market in recent years, which is represented in employment inflation in the government sector and the weakness of the presence of Kuwaitis with growing expatriate labor in the private sector. Thus, the medium-term development plan for the State of Kuwait (2015 - 2020) was developed with a main focus to address labor market imbalances and has included 11 economic policies.

With the growing demand for data, the mechanisms which were used in the statistical work for the production of labor statistics did not meet the demand size and did not respect the dissemination timing, where the labor force survey was carried out every five years with a methodology and questionnaire that did not meet all the current status requirements. Also, the use of the administrative records of the employment statistics was not published on time (one year and a half later) and the publications were only on hard copies, which required a double effort for checking and processing.

In light of these challenges facing the production of labor market statistics, the Central Statistical Bureau in Kuwait considered the launch of the "Labor Market Information System" and the implementation of the transition plan for labor statistics. This paper sheds light on this transformation and development at all stages of the statistical work from collecting, processing, production and the dissemination of the labor statistics.

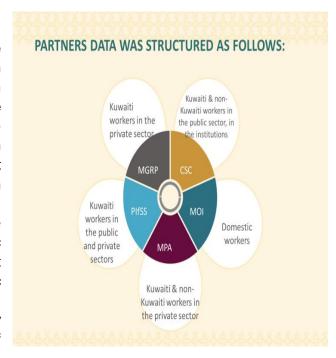
2. Data sources assessment (administrative records, surveys)

2.1. Labor administrative records

The labor statistics in the State of Kuwait are produced from five main sources: Workers in the public sector statistics are produced from Civil Service Commission (CSC) and the Public Institution for Social Security (PIFSS) and the Public Authority for Civil Information (PACI) covers the public entities which are not included in the Civil Service Commission records.

However, the workers stiatistics in the private sector are produced from Manpower Public Authority(MAP), Manpower and Government Restructing Program(MGRP) and the Public Institution For Social Security(PIFSS).

As for the domestic workers statistics, they are produced by the Ministry of Interior(MoI)Only.



The multiple record sources of the labor statistics combined with the difference in data published by these sources has required a comparative study of labor statistics produced from administrative records of the State of Kuwait. Thus in 2012, the Central Statistical Bureau conducted a comparative study where it was observed the inconsistency of the statistics because of the different coverages and the different timing of the data production from one institution to another.

An analysis of the strengths, the weaknesses, the opportunities and the challenges facing the optimal use of the administrative records of labor statistics was carried out.

2.1.1. Labor Market SWOT analysis

Strengths Weaknesses · Lack of well-trained human resources in Strong support from senior management at the Central Statistical Bureau and senior Central Statistical Bureau in the area of labor officials from the Kuwaiti Government market information · The existence of a great amount of Lack of up to date data on the labor force administrative data from several institutions IT department do not use advanced tools Availability of financial resources and programs **Opportunities** Threats • The general economic needs for a modern · Lack of cooperation by government and integrated statistics in the labor market institutions information Multiple forms of providing the administrative data strong partnerships with international the need to collect data from several organizations institutions human resources lacking the skills to design and manage the labor market information system

2.1.2. SWOT analysis results

2.1.2.1. Strengths

- Labor statistics from administrative records in the State of Kuwait are issued on time
- Multiple administrative records allows diverse indicators of workers statistics
- Administrative records are linked with a unified civil number (ID) which is required in all records with different sources.

2.1.2.2.Weaknesses

- Multiple administrative records differ in the use of classifications for commercial classification of economic activities or classification of professions, where as some are unclassified.
- The lack of clear partnerships and definite responsibilities to transfer data between the Central Statistical Bureau and producers of raw data, and the lack of electronic linking between the administrative records in the labor statistics.
- Administrative records vary in coverage and inclusiveness and this is reflected on the
 difference of the figures issued by the record sources which weakens the confidence of
 the statistics users. For example, (CSC) covers only 38 entities from the government
 sector and publishes data according to this coverage, while outside the scope of
 the(CSC) there are 26 entities classified as governmental sector, 13 of which are wholly
 owned by the State and the Government and are classified in the statistics as a
 governmental sector.

2.2. Labor force survey assessment

The State of Kuwait has an experience in the labor force surveys for more than four decades; the Central Statistical Bureau has conducted labor force surveys eight times in its history. The first was in the month of April 1973, the second in April 1983, the third in March 1988, the fourth in May 1990, the fifth in January 2003, the sixth in January 2008, the seventh in early October to the end of December 2014 and the eighth survey was during the period of October-December 2015.

Before starting the implementation of the labor force survey for 2014, the Central Statistical Bureau in Kuwait has done an assessment of the labor force surveys conducted in the past in order to improve it according to the local requirements and to the international standards. The assessment concluded to the following:

- The realization of the labor force surveys every five years and the field survey work for one month is no longer appropriate to cover the national requirements of data and is not consistent with the time schedule for data dissemination in accordance with the international standard.
- The survey questionnaire needs to be improved in line with the methodology for conducting labor force surveys and the conceptual frameworks governing them.
 Developing the questionnaire is considered as the foundation stone to cover the new indicators needed and to formulate questions that cover best the international concepts.

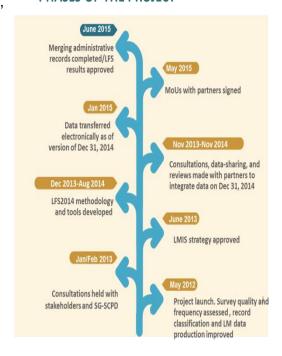
Thus, it was decided to conduct the labor force surveys annually. Thus starting the year 2014, the methodology was improved and the survey was carried out annually where data collection process has become three months rather than one month only, and the collection of private households data was carried out using the electronic form in the system (CAPI), which is loaded on tablets in the process of collecting and entering data electronically directly from the field, helping set the scan quality and speed of dissemination.

3. Labor Market Information system: A model fortransition

After assessing the Labor Statistics issued by the Central Statistical Bureau, as mentioned before in this paper, the decision was made to build an integrated information system for labor statistics (The Labor Market Information System (LMIS) which became an urgent need for building a system of integrated data records, in addition to the data provided from the surveys of labor force that permits to have indicators with good quality that are not available in the administrative records in order to achieve a comparison between the results of the surveys and administrative records data in an easy and more accurate manner.

In addition, it became important to have a system that provides an electronic transfer of data from the administrative records producers in the relevant domain to the system to fulfill the integration and the statistical analysis with good quality and in a short time in order to enable the dissemination of data in a timely manner.

PHASES OF THE PROJECT



3.1. Dialogue with data producers

The dialogue with data producers was the starting point of the project through organizing extended meeting sessions with the producers and users in the stakeholders in the labor and education statistics. The main goals of those meetings were:

- View the current status analysis of labor market data and the involvement of data producers from government agencies in the results of the strengths and weaknesses in the labor statistics
- Opinion survey of data producers on the importance of building a labor market information system
- Discussion of the labor market information system strategy and its components and the anticipated uses and its products
- Building a common awareness among producers and users for the importance of starting the project of the labor market information system

3.2.International cooperation for technical support

The Central Statistical Bureau began a partnership with the World Bank to provide technical support to the project of the labor market information system in May 2012, and this partnership comprised building an integrated administrative records database, developing the methodology and the questionnaire of the labor force surveys, and optimazing the use of technology in linking administrative records and processing it and the use of Computer-assisted personal

interviewing (CAPI) in the labor force surveys. The scope of the partnership included the following:

3.2.1 Building Labor Market Integrated Data Base

- Linking labor market data from government agencies in the integrated database
- Building a list of data fields to cover all labor market indicators
- Identifying data records sites to include all the data providers
- Developing and using an electronic interface to obtain the data from the data providers
- Regular transfering of data (on a quarterly basis) to the integrated database
- Building a special electronic gate for labor market information system and linking the data with the portal
- Training hold on the coding and integrating of data, portal, content management and information security
- Training hold on labor statistics, collection and monitoring, to ensure data quality

3.2.2.Labor force survey improvement

- Updating the time frame of the survey
- Training hold for the experimental fieldwork
- Field work Support for the pre-experimental
- Providing technical support to improve the concepts used and to develop the questionnaire and the guide for the survey
- Training hold for the enumerators
- Providing support to the main field action

3.2.3. Labor Market Information System communication strategy

- Preparation of communication strategy
- Framework of communication for labor market information System
- Identifying the parties involved
- Identifying institutional logo
- Activating of social media

In addition to the partnership with the World Bank, partnership with the United Nation Development Program (UNDP) has been strengthened since 2012. UNDP has provided support in the areas of sampling design and improving labor force surveys as well as in the coordination and the support of the management and monitoring with high quality the stages of the implementation of the project. UNDP experts also gave supports in the following areas:

- National capacity-building in the sampling design and improvement of the methodology of sample selection in the labor force surveys
- Improvement of the concepts and methodology used in the labor force surveys and the codification and dissemination of metadata for the labor force survey

- Improvement of the publishing tables of labor force surveys data in accordance with international dissemination standards
- Prepare follow-up reports and monitoring of the progress in implementing the tasks of experts, helping to improve the performance of the progress in the project

A peer team of workers in the Central Statistical Bureau has been formed including statisticians, experts in information systems and the relevant employees in the publication and dissemination department to transfer knowledge and localization of technology in all phases of the work in partnership with international partners and experts.

The team functions were determined in all phases of the project implementation. At the end of the project and before the launch of the system, a guide defining the roles was designed during the process of producing statistics from the system with the names of specialist sections responsible for each stage and the length of time it takes at every stage. This guide was signed by the official administrators to ensure the sustainability of the data flow in the system.

3.3. Labor Market Information System strategy building

The establishment of labor market information system requires re-engineering processes to collect, integrate, analyze and disseminate labor statistics to be an integrated statistical system according to international standards. Thus, development of a strategy and determination of the concepts and components to create such a system were necessary.

3.3.1. Labor Market Information System definition

A set of institutional arrangements to collect, integrate, analyzeand disseminate labor market related data and improve administrative records in consistent with regional and international classification.

3.3.2. Labor Market Information System objectives

Labor market information system aims to improve the administrative records of labor market and indicators in order to develop a more efficient and appropriate labor market policy to support decisionmaking by planners, policy makers and researchers to achieve the best results in the labor market. This system will be the official system for information and indicators of the labor market in Kuwait.

3.4. Labor Market Information System inputs



In order to achieve the goal of creating a system that is integrated and with better coverage of the data and indicators required locally and internationally, the LMIS has included two sources of market data, namely:

- Administrative records from the main providers of labor- related data in Kuwait.
- Labor force survey data.

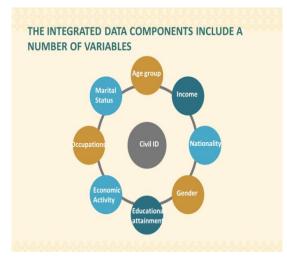
3.4.1.Registered data from main producers

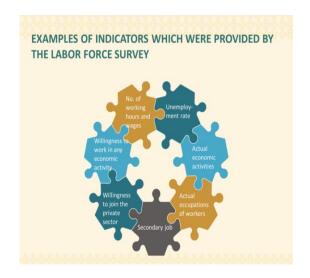
The received data files from administrative records contained approximately 2.5 million records for workers in Kuwait which was linked with the unified civil number, and included both workers in the public and the private sectors for Kuwaitis and non-Kuwaitis, and was integrated into the main server of the Central Statistical Bureau in a database designed to read the various codes.

3.4.2. LaborForce Survey Results:

Examples of indicators

- Unemployment rate
- Actual economic activities
- Actual occupation of workers
- Secondary job
- Willingness to join the private sector
- Willingness to work in any economic activity
- Number of working hours and wages





4. Lessons learned

- The importance of a clear methodology to ensure a clear path for the development of the labor market information system, in order to ensure consistency of data across time series.
- The importance of an institutional and sustainable framework for data exchange. The
 Central Statistical Bureau has developed strong relationships with data partners which
 led to the signing of six formal memorandum of understanding with key partners, in order
 to ensure consistency of the data submitted timely and with the labor market information
 system standards.
- The importance of opening internal and external communication channels to highlight the achievements and to address the challenges, and formulate a strategy for more statistical data awareness by the partners in particular and the general community for a better and wider use of data.
- The necessity of forming a national team within the management structure of the Central Statistical Bureau (Labor Statistics monitoring), and the drafting a document identifying the responsibilities of each stage of data production with the expected time for each stage to be agreed by all system operators within the Central Statistical Bureau, both the IT and the census department departments. As a learned lesson, this team is more effective since it consists from a number of sections and units.
- The importance of benefiting from the regional and international experiences to enhance the transfer of international and global experience in the field of labor market information system in the State of Kuwait. Thus all reports has been provided (including technical notes) to the beneficiary in both languages (Arabic and English).

References

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- [2] Kuwaiti Central Bureau of Statistics, Labor Force Survey 2014 (October December 2015), A report of the main findings (2015).
- [3] Kuwaiti Central Bureau of Statistics, Labor Market Information System, 31-12-2015.

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Tables

A. Tables from Administrative Records

Table1: Numberand percentage distribution for the employees by nationality (Kuwaiti / non-Kuwaiti) and Sex as of 31-12-2015*

	ŀ	النسبة (%) Percentage (%	%)				
Nationality	جملة Total	ثانا Females	نکور Males	جملة Total	ثانا Females	ذکور Males	الجنسية
Kuwaiti	18.6	54.8	10.3	344,622	190,207	154,415	كويتي
Non-Kuwaiti	81.4	45.2	89.7	1,508,531	156,937	1,351,594	غير كويتي
Total	100.0	100.0	100.0	1,853,153	347,144	1,506,009	الإجمالي

^{*} Except for the household sector (domestic workers).

Source: Integrated Database - LMIS.

البيانات المدمجة - نظام معلومات سوق : المصدر العمل

* باستثناء القطاع العائلي (الخدم وما في حكمهم)

Table2: Numberand percentage distribution for the employees by Groups of Countries and Sex as of 31-12-2015*

Groups of Countries	النسبة (%) Percentage (%)				مجمو عات الدول		
	جملة Total	ثاث Femal es	ذکور Males	جملة Total	ثانا Females	نکور Males	
State of Kuwait	18.6	54.8	10.3	344,622	190,207	154,415	دولة الكويت
G.C.C Countries	0.2	0.8	0.1	3,926	2,604	1,322	دول مجلس التعاون الخليجي
Other Arabic Countries	30.8	14.7	34.5	569,936	51,076	518,860	دول عربية أخرى
Non-Arabic Asian Countries	48.9	27.5	53.9	906,583	95,354	811,229	دول آسيوية غير عربية
Non-Arabic African Countries	0.5	0.7	0.4	8,605	2,558	6,047	دول أفريقية غير عربية
European Countries	0.4	0.6	0.3	6,989	2,089	4,900	دول أوروبا
North American Countries	0.5	0.7	0.5	9,724	2,306	7,418	دول امریکا الشمالیة
South American Countries	0.0	0.0	0.0	364	79	285	دول امريكا الجنوبية
Australia & New zealand	0.0	0.0	0.0	646	143	503	استرالیا ونیوزیلندا
Not Stated	0.1	0.2	0.1	1,758	728	1,030	غیر مبین
Total	100.0	100.0	100.0	1,853,153	347,144	1,506,009	الإجمالي

^{*} Except for the household sector (domestic workers).

* باستثناء القطاع العائلي (الخدم وما في حكمهم)

Source: Integrated Database - LMIS.

البيانات المدمجة - نظام معلومات سوق العمل: المصدر

Table3: Employees distribution by average monthly wages (in Kuwaiti dinar), nationality (Kuwaiti / non Kuwaiti), sector and sex as of 31-12-2015*

Nationality	Gender	الإجمالي	القطاع الخاص	الحكومي القطاع	ال: د	الجنسية
Nationality Gender		Total	Private Sector	Government Sector	النوع	الجسية
	Males	1,645	1,326	1,737	ذكور	
Kuwaiti	Females	1,158	770	1,249	اناث	كويتي
	Total	1,376	1,041	1,462	جملة	
	Males	261	246	730	ذكور	
Non-Kuwaiti	Females	424	345	665	اناث	غير كويتي
	Total	278	254	699	جملة	

 $^{^{\}ast}$ Except for the household sector (domestic workers).

* باستثناء القطاع العائلي (الخدم وما في حكمهم)
 البيانات المدمجة - نظام معلومات سوق العمل: المصدر

Source: Integrated Database - LMIS.

Table4: Kuwaiti employees distribution by insurance sector and sex as of 31-12-2015*

	النسبة (%) Percentage (%)				العدد Number		
Insurance Sector	جملة Total	ثانا Females	ذکور Males	جملة Total	ثانا Females	نکور Males	قطاع التأمين
Insured, Public Sector	72.6	77.7	66.4	250,365	147,885	102,480	مؤمن عليه حكومي
Insured, Private Oil Sector	0.4	0.1	0.9	1,494	157	1,337	مؤمن عليه نفطي
Insured, Public Oil Sector	4.7	1.2	9.1	16,268	2,189	14,079	مؤمن عليه نفطي مملوك للدولة
Insured, Private Sector	15.2	13.5	17.2	52,223	25,698	26,525	مؤمن عليه أهلي
Insured, Self Employed	3.6	4.3	2.7	12,244	8,150	4,094	مؤمن عليه باب خامس
Not Stated	3.5	3.2	3.8	12,028	6,128	5,900	غیر مبین
Total	100.0	100.0	100.0	344,622	190,207	154,415	الإجمالي

^{*} Except for the household sector (domestic workers).

Source: Integrated Database - LMIS.

* باستثناء القطاع العائلي (الخدم وما في حكمهم)

المصدر: البيانات المدمجة - نظام معلومات سوق العمل

B. Tables Produced by Labor Force Survey 2015

Table 5: Percentage distribution of both sexes aged 15 years and over by education level and labor force status 2015

		Labor Force	Status		العلاقة بقوة العمل			
	المجموع	In Labor F	العاملة Force	داخل القوى	الافراد 15 سنة فأكثر Population 15 Yearsand Over			
Education Level		بطالة		عمالة تامة	المجمو ع	خارج قوة العمل	داخل قوة العمل	
	Total	Unemploy ment	Under employm ent	Full Employm ent	Total	Outside Labor Force	In Labor Force	
Primary and Below	100	0.2	0.0	99.8	100	13.4	86.6	
Intermediate	100	1.7	0.1	98.2	100	28.4	71.6	
Secondary	100	4.2	0.2	95.6	100	43.9	56.1	
Above Secondary and Below University	100	5.5	0.1	94.4	100	22.7	77.3	
University and above	100	4.5	0.2	95.3	100	21.1	78.9	
Total	100	2.2	0.1	97.7	100	25.5	74.5	

Table 6: Percentage distribution of Kuwaiti population aged 15 years and over by education level and labor force status 2015

		Labor For	ce Status		العلاقة بقوة العمل			
Education Level	المجموع	In Labor	العاملة Force	داخل القوى	الافراد 15 سنة فأكثر Population 15 Yearsand Over			
		بطالة	عمالة ناقصة	عمالة تامة	المجموع	خارج قوة العمل	داخل قوة العمل	
	Total	Unemploy ment	Under employm ent	Full Employm ent	Total	Outside Labor Force	In Labor Force	
Primary and Below	100	9.4	0.0	90.6	100	93.9	6.1	
Intermediate	100	6.4	0.2	93.4	100	76.2	23.8	
Secondary	100	5.1	0.1	94.8	100	68.9	31.1	
Above Secondary and Below University	100	3.6	0.1	96.3	100	21.9	78.1	
University and above	100	4.5	0.1	95.4	100	19.2	80.8	
Total	100	4.7	0.1	95.2	100	54.2	45.8	

Table 7: Percentage distribution of non-Kuwaiti population aged 15 years and over by education level and labor force status 2015

		Labor For	ce Status		العلاقة بقوة العمل		
	المجموع	In Labor	العاملة Force	داخل القوى	الافراد 15 سنة فأكثر Population 15 Yearsand Over		
Education Level		بطالة	عمالة ناقصة	عمالة تامة	المجموع	خارج قوة العمل	داخل قوة العمل
	Total	Unemploy ment	Under employm ent	Full Employm ent	Total	Outside Labor Force	In Labor Force
Primary and below	100	0.1	0.0	99.9	100.0	8.1	91.9
Intermediate	100	1.3	0.1	98.6	100.0	15.8	84.2
Secondary	100	4.0	0.2	95.8	100.0	25.1	74.9
Above Secondary and below University	100	8.9	0.0	91.1	100.0	24.1	75.9
University and above	100	4.5	0.3	95.2	100.0	22.3	77.7
Total	100	1.8	0.1	98.1	100.0	15.5	84.5

Table 8: Percentage distribution of employed persons by nationality (Kuwaiti / Non-Kuwaiti), sex and age groups 2015

Kuwaiii), sex and age groups 2015										
	Nationa	ality and Sex	الجنسية والنوع							
A. Canada	المجموع Total			Non -	ي Kuwaiti	غیر کویتہ	Ku	کویتي Kuwaiti		
Age Groups	جملة	اناث	ذكور	جملة	اناث	نكور	جملة	اناث	ذكور	
	Total	Females	Males	Total	Females	Males	Total	Females	Males	
15-24	4.2	4.2	4.2	3.4	3.7	3.4	8.4	5.9	10.3	
25-34	34.4	39.8	32.0	32.9	38.6	30.6	42.3	44.0	41.0	
35-44	37.1	37.2	37.0	37.9	38.0	37.8	33.0	34.4	31.9	
45-54	17.9	15.7	18.8	18.6	16.3	19.5	14.0	13.9	14.1	
+55	6.4	3.1	8.0	7.2	3.4	8.7	2.3	1.8	2.7	
Total	100	100	100	100	100	100	100	100	100	

Table 9: Proportion of economically active population aged 15 years and over by nationality (Kuwaiti / Non-Kuwaiti) and sex for selected years (2003, 2008, 2014, and 2015)

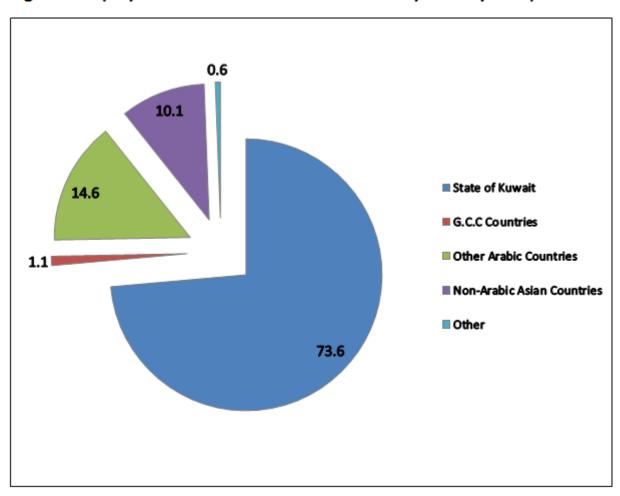
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Nationality and Sexes	2015	2014	2008	2003	الجنسية والنوع
Both Sexes					كلا الجنسين
Males	86.2	85.2	83.1	81.5	ذكور
Females	57.7	53.8	47.2	46.8	إناث
Total	74.5	71.7	69.3	66.3	الجملة
Kuwaiti					كويتي
Males	52.6	54.2	54.7	54.5	نكور
Females	39.3	37.6	32.0	26.2	إناث
Total	45.8	45.7	43.0	40.0	الجملة
Non Kuwaiti					غير كويتي
Males	95.4	94.2	93.4	91.7	نكور
Females	66.4	61.3	60.1	59.0	إناث
Total	84.5	81.1	83.0	78.5	الجملة

Table 10: A Comparison of unemployment rate by nationality and sex in selected years (last three Labor Force Surveys 2003, 2008, 2014, 2015)

	roc Carveys	2000, 2000	, 2014, 2015	·)	
Nationality and Sex	2015	2014	2008	2003	الجنسية والنوع
Both Sexes					إجمالي السكان
Male	1.2	1.9	2.8	1.8	ذكور
Female	4.4	4.9	2.0	2.0	اناث
Total	2.2	2.9	2.5	1.8	الجملة
Kuwaiti					كوينيون
Male	4.2	4.0	3.8	3.8	ذكور
Female	5.5	6.4	4.9	4.0	اناث
Total	4.7	5.0	4.2	3.9	الجملة
Non-Kuwaiti					غیر کویتبین
Male	0.8	1.5	2.5	1.4	ذكور
Female	4.2	4.5	1.2	1.1	اناث
Total	1.8	2.4	2.1	1.3	الجملة

Figures

Figure 2: Employment Distribution in Public Sector by Country Group in 31-12-2015

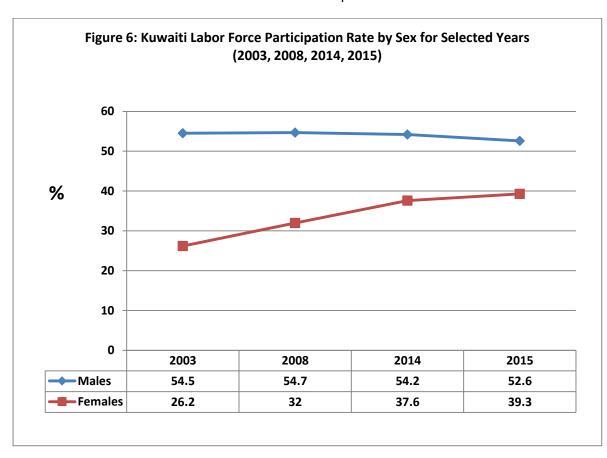


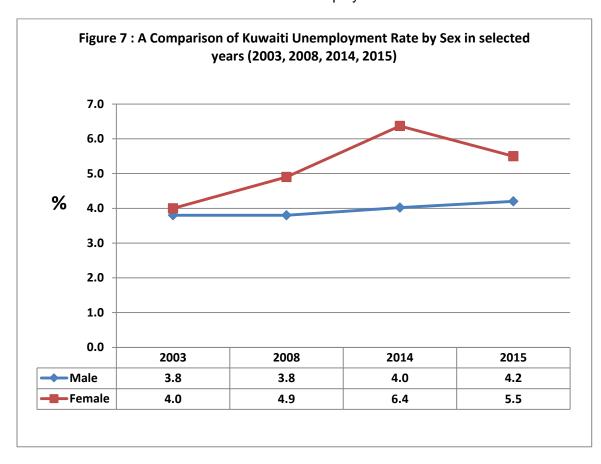
^{*} Except for the household sector (domestic workers).

Source: Integrated Database - LMIS.

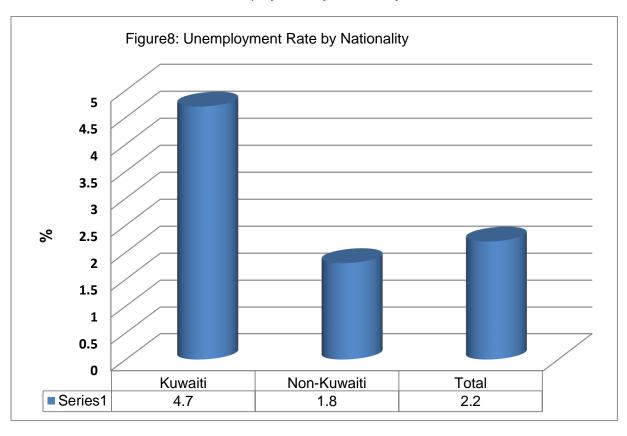
B. Results Based on the Labor Force Survey

Kuwaiti Labor Force Participation Rate





Unemployment by Nationality



Unemployed Kuwaiti Willingness to Work in a Particular Sector

