



المؤسسة التعاونية الأردنية
Jordan Co - Operative Corporation



The national strategy for the Jordanian cooperative movement

2021–2025







"وتكون مؤسسات المجتمع المدني والتعاونيات المحلية حاضنة للريادة والعمل التطوعي
وبهذا المزيج القائم على عمل تكاملي ومسؤوليات متبادلة ومتوازنة بين القطاعات
الثلاث تتجاوز تحدياتنا الاقتصادية والاجتماعية"

(من خطاب العرش السامي في افتتاح الدورة البرلمانية لمجلس الأمة السابع عشر)

Foreword

The cooperative movement plays a key role in many aspects of life in Jordan, and contributes to the development of society at numerous levels. As a result, there was a need to better understand, reflect and review the development of the cooperative movement in the country, and examine the challenges it faces, in order to devise practical outcomes, based on a human-centred approach that can promote social justice and equal opportunities for all.

The National Strategy for the Jordanian Cooperative Movement (2021-2025) was developed as a result of an urgent need to address the economic and social conditions which have shaped the cooperative movement in Jordan over the past seven decades, since its inception in the 1950s.

The International Labour Organization (ILO) regularly provides assistance to governments and workers' and employers' organizations on the promotion of cooperatives. It has recognized cooperatives as critical in advancing its mandate for social justice since its foundation in 1919. ILO Recommendation, 2002 (No. 193) on the promotion of cooperatives, which is the only international labour standard on cooperatives, provides guidance on policy and implementation as well as the role of the government, employers' and workers' organizations and cooperatives' organizations in the promotion of cooperatives. The Recommendation has guided legislative and policy processes in over 110 countries around the world, including this National Strategy for the Jordanian Cooperative Movement (2021 – 2025).

Through a partnership between the Jordan Cooperative Corporation and the ILO, the National Strategy was developed to include a participatory approach that engaged a broad spectrum of development partners and stakeholders, including ministries, research and education institutions, civil society organizations, and cooperatives. As such, it presented an opportunity for consensus building on economic, social, intellectual, and cultural outcomes related to cooperatives development in Jordan. This Strategy will help guide the cooperative movement and strengthen its role as a contributor to the national economy, as well as its role in achieving comprehensive sustainable development that is human-centred, and that upholds human dignity.

The Strategy was developed under the PROSPECTS partnership which is supported by the Government of the Netherlands. The Strategy includes innovative ideas that promote cooperation, mutualism, self-help and solidarity. It also includes ideas to encourage youth and women to achieve their aspirations of establishing income-generating initiatives through cooperatives.



The strategy identifies the challenges facing the cooperative movement, and addresses them through three levels of interventions: legal, institutional and administrative. It also guides the development of effective infrastructures that benefit from the support provided by the Government for businesses and social organizations. It promotes the creation of independent cooperatives that are self-reliant in providing services to its members, members of the Jordanian host community, Syrian refugees and migrant workers.

We hope that this strategy will be operationalized in a cooperative manner with the ILO tripartite constituents – government, employers' and workers' representatives - and other relevant partners in Jordan.

Abdul Fattah Mohammad El Shalaby

General Director

Jordan Cooperative Corporation

Ruba Jaradat

Regional Director

ILO Regional Office for Arab States

Acknowledgements

The National Strategy for the Cooperative Movement (2021 – 2025) of the Hashemite Kingdom of Jordan was developed with the support of the International Labour Organization (ILO) under the PROSPECTS partnership for improving prospects for host communities and forcibly displaced persons, a global programme, which is spearheaded by the Government of the Netherlands.

PROSPECTS brings together five agencies (IFC, ILO, UNHCR, UNICEF, World Bank) to devise collaborative and innovative for inclusive job creation, education and protection in eight countries across Eastern Africa and the Middle East, including Jordan.

The strategy was drafted by Jürgen Schwettmann, international expert on cooperative development, with the support of Dr. Mohammad Rahahleh and Dr. Hamed Omar Kanan, national experts of the cooperative movement in Jordan.

We would like to thank all those who provided their inputs during the consultation process towards the conception and finalization of the strategy, namely members of the Steering Committee, which was established for the purpose of drafting the strategy; cooperative leaders and members; and representatives of the Jordanian Cooperative Corporation (JCC), including those in selected governorates.

Special thanks go to the General Manager of the JCC Abdel Fattah Al Shalabi, his assistant Dr. Naser Abu Alburark, and staff members Hani Odinat, and Ahmad al Zoubi and to the government officials who were interviewed and/or participated in online meetings during the process of the strategy's development.

We would also like to extend our appreciation to representatives of the Economic and Social Council of Jordan; development partners engaged in the promotion of cooperatives in Jordan and ILO staff, working under the PROSPECTS programme in Jordan, as well as Nisreen Bathish, the communication consultant for PROSPECTS in the Arab States region.

Special thanks also go to Shaza Al Jondi, ILO's Chief Technical Adviser for PROSPECTS in the Arab States region, for her extensive support throughout the process.

Amaal Bani Awwad, national project coordinator for career counselling and employment under ILO PROSPECTS Jordan, has provided valuable contributions and technical support throughout the work period for the preparation and development of the national strategy for the cooperative movement in Jordan.

Alaa Al Arabiat, national project officer / Data Analyst under ILO PROSPECTS Jordan has formatting and designing the strategy documents.

Simel Esim, Head of the Cooperatives Unit and Andrea Davila Technical Officer at the Cooperatives Unit of the ILO Headquarters in Geneva, provided technical advice and assistance through the preparation of the national cooperative strategy.

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0 REFERENCE LISTS

0.1 ABBREVIATIONS AND ACRONYMS

AFD	Agence française de Développement
ACAD	Auditing Cooperative Accounts Department
CDF	Cooperative Development Fund
CDI	Cooperative Development Institute
CDS	Cooperative Development Strategy
COVID	Coronavirus Disease
DEF	Development and Employment Fund (MoPIC)
ECOSOC	Economic and Social Council
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GIZ	Gesellschaft für internationale Zusammenarbeit
ICA	International Cooperative Alliance
ICT	Information and Communication Technology
ILC	International Labour Conference
ILO	International Labour Organization/Office
ITC-ILO	International Training Centre of the ILO in Turin, Italy
JCB	Jordan Cooperative Bank
JCC	Jordan Cooperative Corporation
JCCU	Jordanian Central Cooperative Union
JCO	Jordanian Cooperative Organization
JD	Jordanian Dinar
JEDCO	Jordan Enterprise Development Corporation
JGBD	Jordanian General Budget Department
JGCU	Jordan General Cooperative Union
JNCW	Jordanian National Commission for Women
LCC	Labour-contracting cooperatives
MENA	Middle East and Northern Africa
MoA	Ministry of Agriculture
MoE	Ministry of Environment
MoF	Ministry of Finance
MoPIC	Ministry of Planning and International Cooperation
MoWI	Ministry of Water and Irrigation
OECD	Organisation for Economic Co-Operation and Development
PESTLE	Political, economic, social, technological, legal and environmental context



PROSPECTS	Partnership for improving prospects for forcibly displaced persons and host communities
RBM	Results-based management
SCC	Shared service cooperatives
SDG	Sustainable Development Goals
SWOT	Strengths, weaknesses, opportunities, threats
UNDP	United Nations Development Programme
UNGA	United Nations General Assembly
UNHCR	United Nations High Commissioner for Refugees
UNSDF	United Nations Sustainable Development Framework
USAID	United States Agency for International Development

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1. INTRODUCTION

1.1 PURPOSE

This paper proposes a comprehensive and pragmatic cooperative development strategy for the Kingdom of Jordan.

While cooperatives have been in existence in Jordan since 1952, when the first cooperative law was issued, the country has never designed a long-term cooperative development strategy. The urgent need for elaborating such a strategy is being felt strongly by the cooperatives themselves, the government authorities working with the cooperative movement, including the JCC, as well as Jordan's development partners. A recent paper of Jordan's Economic and Social Council explicitly called for the design of a five-year strategy for the cooperative sector (ECOSOC, 2020, p. 22), as did an earlier policy paper issued by the Jordanian National Commission for Women (JNCW, 2017, p. 16). The present document shall fill the void; it is intended to serve as a five-year strategic document for Jordan's cooperative movement and as a guidance document for the Jordan Cooperative Corporation (JCC), as well as for all agencies and development partners supporting or involved in cooperative promotion in Jordan. The strategy includes an operational action plan for the first year of implementation (see chapter 4) and will be complemented by a JCC institutional work programme.

1.2 METHODOLOGY

The strategy was elaborated by a drafting team composed of an international expert (Mr Jürgen Schwettmann) and two Jordanian experts (Dr Moh'd Rahahleh and Dr Hamed Omar Kanan). The following methodology was used.

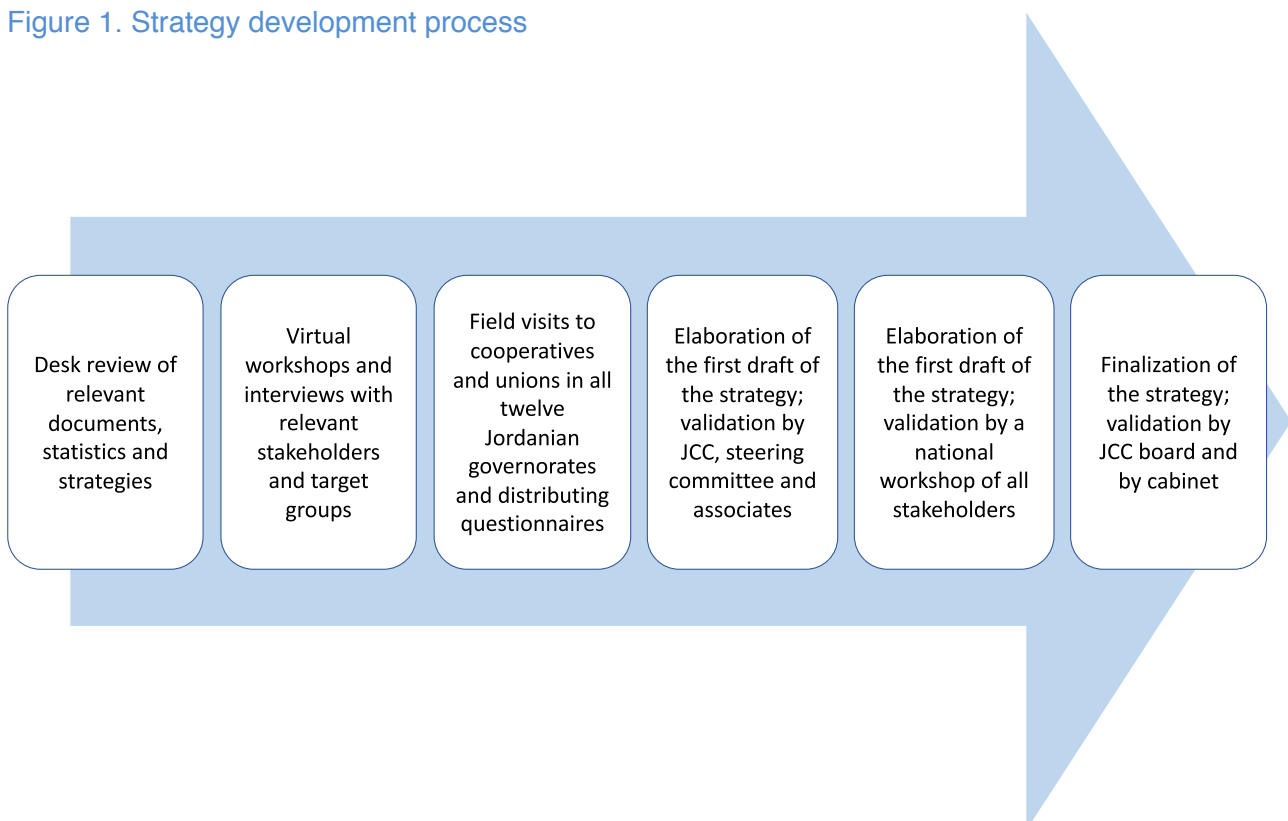
- A desk review of relevant reports, studies and documents related to the evolution and current status of the Jordanian cooperative movement, to cooperative policy and legislation in Jordan, to the role of cooperatives in Jordan's national development plans, and to the institutional environment, primarily the JCC and its predecessors. The key documents have been included into the strategy's results hierarchy (see p.38). The review of Jordan-specific documents was complemented by an analysis of relevant international sources in order to situate the Jordanian cooperative movement in the global context. A full list of references is provided on p. 71.
- Virtual meetings and interviews¹ with relevant stakeholders (cooperative members and leaders, JCC officials and board members, the steering committee that was formed to supervise preparation of the strategy, and other relevant government authorities, development partners, and so on).

1. The strategy was drafted at a time when international travel to Jordan was rendered impossible by the coronavirus outbreak.

- Telephone conversations by the international consultant with ILO Geneva, Beirut and Amman, and with the World Bank and ILO experts in charge of designing the Jordan cooperative reform programme in 1999/2000 (World Bank, 2000).
- Field visits by the national experts to three cooperatives of various types in each of Jordan's 12 governorates. This included three meetings with cooperative leaders from Jordan's northern, southern and central regions, in which 109 persons participated, six of whom were women.
- A questionnaire distributed to selected cooperative societies, of which a total of 150 were returned (out of 400).
- The national Jordanian cooperatives with experts from the three regions (Dr Abdulgader Bany Irshaid from the northern region, Eng. Khaled Tawalbeh from the central region, and Dr Hamzah Tamimi from the southern region) conducted field surveys through questionnaires, collected information from cooperatives, and discussed the first draft of the strategy with experts.
- The draft of the strategy was reviewed with an academic team of six specialized experts (Dr Mazen Maswady, Dr Abdallah Alqudah, Dr Abdelmutti Assaf, Dr Randa Ayiri, Dr Mustafa Alshaikh and Dr Mahmood Alatibi).

The Strategy was endorsed by the Cabinet of the Prime Minister and launched on 3 July 2021 in an event that brought together all stakeholders. The launch event was followed by a 2-day workshop where participants discussed its implementation. Figure 1 illustrates the strategy development process.

Figure 1. Strategy development process



1.3 JORDAN COUNTRY PROFILE



Figure 2. Map of Jordan

Jordan is located in the western part of Asia, and to the east of the Mediterranean Sea. The Kingdom covers a total area of 89,200 km², of which 88,600 km² represents land area. Jordan has three major physiographic regions (from east to west): the desert, the uplands east of the Jordan River, and the Jordan Valley (the northwest portion of the great East African Rift System).

About one third (34.3 per cent) of Jordan's population of 10.6 million is under the age of 15, while 5.4 per cent are above the age of 60. The average life expectancy is 71.5 years. The population density ranges from 573.3 people per km² in Irbid governorate in the north, to 3.1 people per km² in Ma'an governorate in the south.

Jordan has been subject to several migratory waves as a result of instability in much of the surrounding region; this includes a sizeable number of Syrian and Iraqi refugees. Most of Jordan's population is concentrated in the central and northern parts of the Kingdom.

Jordan is divided into twelve governorates and three natural and climatic areas: Jordan Valley, mountain heights plateau, and the eastern desert (Badia region) which forms 75 per cent of the total area.

Jordan is classified by the World Bank as an upper middle-income country. Table 1 summarizes the principal economic indicators pertaining to Jordan in the year 2019 (MoPIC, 2020).

Table 1. Jordan: Principal socio-economic indicators (2019)

Indicator	GDP (US\$ bn)	GDP per capita (US\$)	GDP growth rate	Inflation	Trade balance (US\$ bn)	Budget deficit (% of GDP)	Poverty incidence	Population density per km2	Urban population
Value	44.6	4,223	2.0	0.8%	- 11.0	5.8%	15.7%	118.9	90.3

It must be noticed that many of these indicators have worsened in 2020 as a result of the coronavirus outbreak.

2. COOPERATIVES IN JORDAN – STATUS QUO

2.1 BRIEF HISTORY OF THE COOPERATIVE MOVEMENT

Jordan's cooperative movement dates back to 1952, although some attempts to form cooperatives were made earlier, during the period of the British Mandate. In 1952, Jordan's first cooperative law was issued. At first, the majority of cooperatives were rural credit and thrift societies, formed with the goal of protecting farmers from moneylenders and middlemen. In 1959, the Jordanian Central Cooperative Union (JCCU) was established to provide loans, seeds, fertilizers, pesticides and production requirements to farmers at reasonable prices. In the years 1961–1966, additional apex institutions were established: the Cooperative [Training] Institute in 1963, the Cooperative Audit Union in 1964, and the Olive Processing and Marketing Union in 1966. At the time, Jordan's cooperative movement was regarded as strong and solidly rooted in the private sector, fully controlled by its members. The role of government was confined to the registration of societies by the Cooperative Department under the Ministry of Labour and Social Affairs. Between 1952 and 1967 (the year of the Arab-Israeli War), the movement had grown from 42 societies with 2,000 members to 716 societies with 43,461 members.

The 1967 War was a watershed; with the occupation of the West Bank, around 60 per cent of the 238 cooperative societies with 14,377 members in the Kingdom ceased to operate. A new cooperative law (No. 55 of 1968) provided for the establishment of the Jordanian Cooperative Organization (JCO) as a private institution which absorbed all previous existing cooperative arms such as the Jordanian Cooperative Central Union and the Cooperative Audit Union; this was followed by Law No. 20 of 1971, through which the Jordan Cooperative Bank (JCB) was established in 1971 as a subsidiary of the JCO, fully integrated into the structure of the organization. After the dramatic decline due to the 1967 war, Jordan's cooperative movement recovered, growing from 197 societies with 9,305 members in 1970 to 314 societies with 28,988 members in 1978, and 423 societies with 46,572 members in 1988 (Abu Zanat, 1991).

In 1988, the JCO had a staff of 593, including 93 staff of the JCB, and assumed wide-ranging powers, including the establishment, registration, amalgamation and liquidation of cooperatives, and offered economic services such as marketing and supply of agricultural goods, as well as financial services through the JCB. The JCO was governed by a board among whose ten members were five cooperative representatives. The organization's general assembly was composed of one representative per registered cooperative society in Jordan. The Chairman of the Board, being appointed by cabinet, served simultaneously as JCO Director-General. Jordan's 5-year plan 1976–1980 assigned a major role to cooperatives (and the JCO) in driving Jordan's socio-economic development, such as a 50 per cent increase in wheat production and the reclamation of arid land (Barnett & Roberts, 1984).

The positive trend ended in the 1980s; by 1988, the total outstanding debt of all Jordanian cooperatives had reached 40 million Jordanian dinars (including accumulated interests), much of which was due to the JCB. The loan recovery rate of the JCB never exceeded 40 per cent, so that the bank's capital inevitably

eroded, leading to its collapse in 1995. In the same year, the financial situation of JCO (as owner of the JCB) had become so alarming that the Government decided to dissolve the organization altogether, replacing it with the Jordan Cooperative Corporation (JCC), a government agency fully owned by the State. The personnel of the JCC was reduced from the 593 people employed by the JCO down to 250. As a result, the JCC largely discontinued its promotional functions and concentrated on regulatory functions (registration, audit, liquidation) (ILO, 1998). These institutional changes were sanctioned by the Cooperative Law No. 18 of 1997, which legally established the JCC.² In 1998, when the number of cooperatives in Jordan had risen to 850, with approximately 70,000 members, the Government of Jordan requested World Bank assistance in reforming the cooperative sector through (a) formulation of a comprehensive cooperative sector strategy; (b) the design of a cooperative development project for the implementation of this strategy (Polat, 2010). The World Bank, in partnership with the ILO cooperative branch, subsequently prepared a cooperative sector review, as well as the draft of a cooperative sector strategy which, however, was never finalized. The draft strategy came to the conclusion that: “The cooperative movement of Jordan is facing a situation whereby the State (via the JCC) claims a monopoly over all operations relating to cooperative development but is unable to deliver the services covered by this monopoly. Cooperatives no longer have access to education, training, management, advisory and consultancy services; lending by the JCB has stopped, as have all input supply and output marketing activities of the JCC.” (ILO, 1998, p. 3)

The interviews held in preparation for this strategy seem to indicate that this situation prevails to the present day. In fact, the history of cooperatives in Jordan is, to a large extent, the history of the relationship between cooperatives and the State: the JCU (1959–1968) was initiated by the Government but was fully owned and governed by the cooperative movement; its successor, the JCO (1969–1997) was a hybrid, parastatal organization funded and managed by the Government, albeit with the movement providing oversight and direction. The JCC (since 1997) is a fully government-controlled and -owned institution in whose governance structure the cooperative movement plays a minor role only. This ambiguous cooperative-state relationship is by no means a feature of Jordan alone: Polat observed the same ambiguity in all Arab States (2010, p. 17).

Figures 13, 14 and 15 in the annex illustrate the quantitative evolution of the Jordanian cooperative movement over the past 47 years. During this period, the average membership size of cooperatives in Jordan remained remarkably stable, oscillating between 50 and 100 persons, while the cooperative density increased slightly from 0.9 to 1.3 per cent of the total population.

2. This law was complemented by Cooperative Charter No. 13 adopted in 1998 and was amended by charter No. 36 for the year 2016.

2.2 COOPERATIVES TODAY

2.2.1 Primary cooperatives (cooperative societies)

Jordan's yearbook statistics (DoS, 2019) report that until 2018, a total of 1,592 cooperatives were registered in the Kingdom. The distribution by type and governorate is provided in the annex (see p. 77). The total number of members (142,322) is equivalent to a cooperative density (percentage of cooperative members in the overall population) of 1.4 per cent; this ratio is far lower than that, for example, of Egypt (13.3 per cent), or sub-Saharan Africa (an average of 7 per cent) (Schwettmann, 2014), but slightly higher than Palestine (1.2 per cent). The large majority (78.1 per cent) of all cooperatives have fewer than 100 members, whereas 7 per cent have more than 1,000. The growth in cooperative membership between 1970 and 2018 has been about three times faster than Jordan's population growth during the same period (15.3 per cent compared with 5.8 per cent), meaning that the movement has gained in popularity. However, the statistics in Table 11 are misleading, since about 400 cooperatives are being classified as "troubled" and a further 300 as dormant or defunct.

Cooperatives are said to have created 20,000 direct job opportunities (JNCW, 2016), in addition to the livelihoods that are made possible and/or more productive through co-operation. The number of direct jobs represent 1.4 per cent of Jordan's economically active population (over 15 years) in 2018 (Department of Statistics, 2020). The contribution to the country's gross domestic product (GDP) is estimated at just 0.1 per cent (JNCW, 2017, p. 8). The combined capital (paid shares plus reserves) of all cooperatives in Jordan reached 106.1 million dinars in 2018; this amount is equivalent to about 66,650 dinars per cooperative or 745 dinars per cooperative member. These averages mask considerable variations between the various types of cooperatives, as shown in table 12 in the annex. The assets held by Jordanian cooperatives represent 0.02 per cent of the total capital stock at constant national prices for Jordan (414.5 billion dinars in 2017) (FRED, 2020). These various indicators show that the Jordanian cooperatives are far from having reached their full potential.

Table 11 in the annex indicates that agricultural cooperatives and multipurpose cooperatives (most of which are involved in agricultural supply, marketing and finance as well) constitute 75 per cent of all primary cooperatives and 64 per cent of total membership. Housing cooperatives – which are naturally concentrated in urban areas – are the third-largest group, followed by women empowerment cooperatives, which are active in many different economic sectors (agriculture, handicrafts, textile production, provision of day care, financial services, and so on). However, 68 per cent of those cooperatives have experienced losses in recent years (JNCW, 2017, p. 11). Most "mutual benefit" cooperatives are little more than family-based entities that organize mutual assistance support and collaboration within the closed circle of a certain family structure, thereby transgressing the first universal cooperative principle, namely "voluntary and open membership".

2.2.2 Cooperative unions

In principle, cooperative unions have an important role to play in generating economies of scale and scope and in enhancing the bargaining power of the affiliated primary societies; moreover, they can take over certain functions (such as processing, transport or IT services) that are too costly or too complicated for primary societies. Cooperative unions play a more representative and lobbying function: they represent the cooperative movement vis-à-vis the State and the private sector, they participate in social dialogue structures, and they participate on behalf of the movement in international cooperative organizations and events.

In Jordan, the formation of secondary cooperatives (unions) are regulated by:

1. articles 18 and 19 of the cooperative law No. 18 for 1997;
2. the cooperative unions By-law No. 166 for the year 2016;
3. the instructions for implementing the provisions of the cooperative unions By-law No. 166 of 2016.

It should be noted that in most countries of the world, cooperative unions are not the subject of a separate law but are covered by specific stipulations within the general cooperative law.

According to Law No. 18 of 1997, primary cooperatives are free to establish sectoral unions (formed by cooperative societies operating in the same economic or social sector), as well as regional unions (not more than one governorate). At present, four cooperative unions exist in Jordan:

- Balqa regional cooperative union with 25 member cooperatives;
- Zarqa regional cooperative union with 20 member cooperatives;
- Jarash regional cooperative union with 21 member cooperatives;
- Educational cooperative union (sectoral) with 12 member cooperatives.

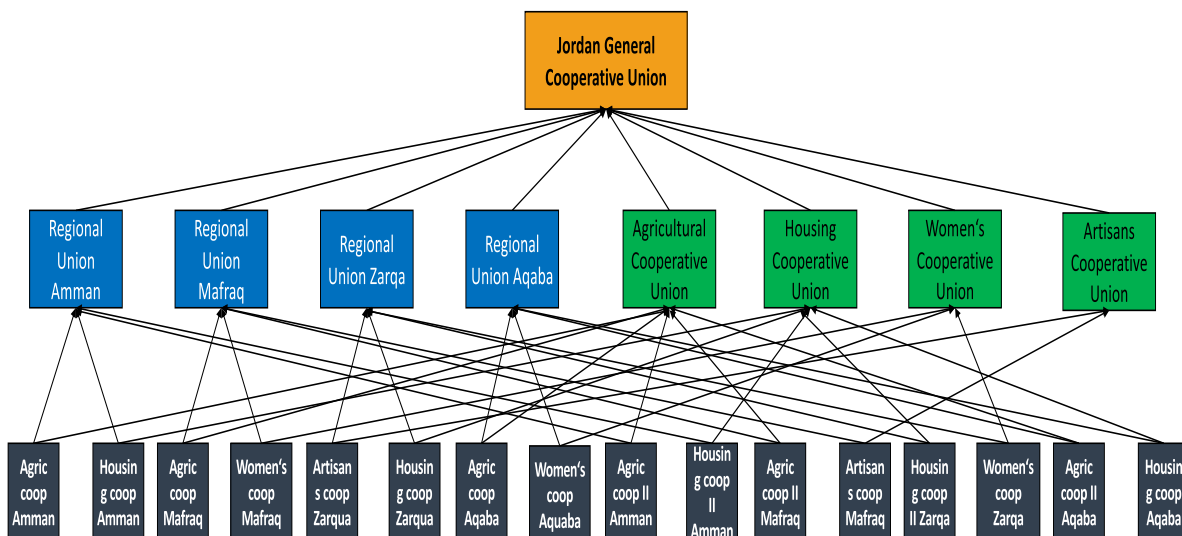
This means that, at present, less than 5 per cent of all registered primary cooperatives are affiliated to a union. The total paid share capital of these four unions amounts to 11,950 dinars. None of them have employees or offices, and none have issued budgets or annual reports. In light of these deficiencies, the very reason for these unions must be questioned.

The Jordan General Cooperative Union (JGCU), which as yet does not exist, would be the umbrella organization of “all regional and quantitative unions of all levels, grades and functions in the Kingdom” (art. 18.a, Law No. 166 of 2016). Article 22 of Law No. 166 (2016) stipulates: “The board of directors [of the General Union] shall consist of five members, two of which from the qualitative unions and two from the regional unions elected by the general assembly”. This has been interpreted as meaning that the General Union must have at least five member-unions – and as there are currently only four in Jordan (three regional and one educational union),

it has not been possible to (re-)establish the JGCU³. In addition, the General Union shall have a control committee of five members. Article 3 of the implementing rules (point 3 above) stipulates the type of sectoral cooperative unions that may be formed, including a “cooperative Union with different activities as the case may be”, implying that basically any type of sectoral cooperative can be established.

As mentioned above, the independent Jordanian cooperative apex bodies that existed until 1968 were incorporated into the JCO and vanished as autonomous institutions. Articles 18 and 19 of Jordan’s Cooperative Law of 1997 sets out the organizational framework, through which cooperatives could establish unions. However, these articles do not make any reference to the purpose of these unions or their roles in promoting the common interests of member cooperatives. Moreover, the Law also sets considerable limitations on how cooperatives could federate and establish unions. Firstly, it only allows for the establishment of one regional cooperative union per region. Secondly, it limits the formation of sectoral cooperative unions (that is, agricultural cooperatives, consumer cooperatives, and so on) to only one national union, rendering it impossible for cooperatives to establish sectoral cooperative unions at the subnational level. Thirdly, the Law stipulates that one general cooperative union may be established in Jordan, and limits membership to this union to secondary unions only, which leaves primary cooperatives who do not wish to become members of sectoral and governorate-level unions unable to unionize in any way (ICA, 2018a, p. 18). Similar restrictions have existed in many countries around the world; quite frequently, the geographical coverage of cooperative unions (or even primary societies) was governed by the administrative divisions of the respective country, even though this may not make any economic sense. Following the adoption of ILO Recommendation 193 on the Promotion of Cooperatives (ILC, 2002), which in Article 6.d stipulates that [governments should] “facilitate the membership of cooperatives in cooperative structures responding to the needs of cooperative members”, many countries have lifted such restrictions.

Figure 3. The dual structure of cooperative unions



3. Even if a fourth regional union were formed, it would still be impossible to establish the GCU, since the law requires the existence of at least two sectoral unions as well.

Figure 3 illustrates the dual structure of Jordan’s cooperative movement, as prescribed by current legislation. Each primary society would potentially affiliate with two unions: the regional union of the respective governorate, and the sectoral union of the respective economic sector in which the cooperative operates.

2.2.3 Gender equality in cooperatives

There is no precise percentage for women’s representation in all types of cooperatives in Jordan; until recently, 100 cooperatives of which 6.3 per cent of the total were “women-only” societies with an exclusively female membership of 4,877 women. This number shrank to 80 women cooperatives in 2020 because of marketing constraints. Despite these figures, women are rarely seen in managerial positions.⁴ During the three remote group interviews with cooperative leaders held in preparation for this strategy, only 10 to 15 per cent of the participants were female. A similarly low percentage of female participants was observed during the field visits. The low degree of female participation in Jordan’s cooperative movement can be partly explained by the fact that most cooperatives are operating in agriculture, so that the male owner of the land becomes the member of the cooperative. Moreover, a recent policy paper found that “the predominance of a patriarchal world view amongst the founders of the cooperatives has contributed to an alienation of women from the cooperative movement” (JNCW, 2017, p. 11). Table 2 shows that in general, the participation of women in the labour market is very low. The aforementioned policy paper, plus the underlying study (JNCW, 2016), contain detailed observations and recommendations concerning the role of women in Jordan’s cooperative movement; those do not need to be repeated here, but will be reflected in the present strategy.

Table 2. Key labour market indicators

Labour market indicators Jordan (2019) (ILO Stat)			
Indicator	Total	Men	Women
Labour force participation	39.2 %	61.2 %	13.4 %
Labour force (millions)	1.73	1.37	0.36
Unemployment rate	23.0 %	21.5 %	28.6 %
Youth unemployment rate	37.3 %	34.8 %	49.5 %
Average monthly earnings (2016)	493 JD	507 JD	458 JD

2.2.4 The role of cooperatives in addressing the refugee crisis

Jordan is currently hosting 659,673 Syrian refugees, of whom 125,848 live in camps. Around three-quarters of all refugees are concentrated in the governorates of Amman, Mafraq and Irbid (UNHCR, 2020). In addition, Jordan hosts almost 100,000 refugees of other nationalities.

4. “Women in managerial positions” serves as the SDG indicator 5.5.2, for which the ILO acts a custodian. According to the related database, in 27.9 ,2019 per cent of managerial positions worldwide were occupied by women; in the Arab States the ratio was 10.8 per cent. Unfortunately, a corresponding figure for Jordan is not available.

In the Jordan Compact, signed at the London donors' conference for Syria and the region in February 2016, the Government of Jordan declared that potentially it would allow as many as 200,000 Syrians to obtain work permits in Jordan in the coming years. Government, donors and humanitarian agencies have presented this agreement as a "paradigm shift" in terms of how host States across the world could cope with large and protracted refugee situations (Lenner & Turner, 2019). Within this context, the ILO has established, under the Dutch-funded development cooperation project PROSPECTS, employment centres in Irbid (2016) and Mafrq (2017), so as to facilitate job-matching between employers and workers (Jordanians and Syrians) in the agricultural, manufacturing and construction sectors. These two employment centres have entered into partnerships with the Ministry of Labour (MOL) and 24 agricultural cooperatives in Irbid and Mafrq, whereby the latter facilitates procedures to issue flexible work permits for Syrian agricultural workers (refugees), allowing them to work freely in the agricultural sector without being bound to a specific employer. Through this arrangement, thousands of work permits were issued to Syrian refugees through agricultural cooperatives. In addition, income-generating activities for Jordanians and Syrian refugees have been created, including through cash-for-work programmes. While the cooperatives play an important role in integrating Syrian refugees, among others, the considerable amount of external aid attached to these programmes may put cooperatives at risk of diverting them from their core business, and may trigger the formation of pseudo-cooperatives for the sole purpose of obtaining external assistance (Davila, 2019). It is worth mentioning that the Jordanian cooperative law does not allow non-Jordanians to establish cooperatives or to join existing ones. They are, however, allowed to work in or for cooperatives.

2.3 THE ENVIRONMENT OF THE JORDANIAN COOPERATIVE MOVEMENT

The analysis of the environment in which the Jordanian cooperative operates can benefit greatly from the PESTLE methodology (Perera, 2017). PESTLE, as an acronym, stands for the cooperative's Political, Economic, Social, Technological, Legal and Environmental context. PESTLE can be used to analyse the future impact of external factors that might have an influence on different types of cooperatives in Jordan. A PESTLE analysis might also help to explore the different kinds of influence that external factors have had on a cooperative in the past, or might have in the future (Milanović, 2010). A generic PESTLE analysis of the cooperative environment in Jordan could be as shown in table 3.

Table 3. PESTLE analysis

The environment of the Jordanian cooperative movement		
	Positive factors	Negative factors
Political	A stable country in unstable surroundings	The consequences of the Syrian crisis, such as the closure of the Syrian and Lebanese markets for Jordanian products, and the closure of the land route to Europe
	Good and stable relations with neighbouring countries	General instability in the MENA region
	Numerous bilateral and multilateral agreements with other countries	Uneven relationship between cooperatives and the State
	Seven decades of practical cooperative development experience	Unfavourable policies towards the cooperative sector, and, in the past, limited attention by the Government to build the institutional capacity of cooperatives and the JCC. Little interest by researchers in cooperative studies and research
	Government's political will to strengthen the institutional capacity of the cooperative sector	Neglect of cooperatives in overarching national policies; lack of awareness-raising about cooperatives in the media and the educational system.
Economic	Jordan being among the top 20 performers in the 2020 Doing Business report	Economic growth has not triggered a commensurate increase in job opportunities
	Open economy policy adopted by Government	High public budget deficit
	Economic stability in a region characterized by turmoil	High exposure to exogenous shocks
	Real GDP growth of 4.9 per cent between 1990 and 2014	Sluggish growth in recent years (1.9 per cent), almost at par with population growth (1.8 per cent)
	Relatively high GDP per capita of JD 2,999.0 (US\$ 4,222) in 2019 (JCB, 2019, p. 9)	The economic and social impact of the COVID-19 outbreak High external debit of the country



Social	Broad range of social safety nets	Relatively high poverty rate of 15.7 per cent in 2018
		High unemployment of 19.1 per cent (DoS, 2019)
	High proportion (28 per cent) of the labour force having tertiary education (World Bank, 2016, p. 66)	A rate of job creation below the growth rate of the labour force leading to a growing unemployment rate
	A general cooperative-friendly spirit among the Jordanian people	Low labour market participation rate of women (see Table 2)
		High dependence on public sector jobs (39 per cent) of all jobs
Weak public awareness and knowledge about cooperative's principles and participation		
Technological	Jordan a leader in ICT in the MENA region (MOP) (World Bank, 2016, p. 101). This includes (a) a technology hub with numerous tech companies and start-ups; (b) numerous e-government services and (c) the expansion of e-commerce	Limited use of IT and digital platforms by the cooperative movement
Legal	Business friendly legislation	Not effectively applied ⁵ for a cooperative audit association
	Open market and business operations guaranteed by law	Taxation laws that are not favourable to cooperatives Highly inappropriate cooperative legislation which is not consistent with international standard, as further discussed in the following sources: (ILC, 2002); (World Bank, 2000); ⁶ (JNCW, 2016); (ICA, 2018a); (ICA, 2018b); (ILO, 1998)
Environmental	Jordan is ranked fairly well on the Environmental Performance Index (EPI): 60th out of 178 countries (World Bank, 2016, p. 49)	Jordan is one of the most water-stressed countries in the world
	Several renewable energy projects being implemented with strong Government support at regional and household (domestic) levels	Jordan experiences high levels of air pollution
		Jordan is extremely vulnerable to climate change
Jordan suffers from agricultural land degradation		

5. It was reported that a Guide on Integrity and Governance in Cooperatives covering the period 2025–2017 had been drafted, but it could not be located by the strategy team.

6. "As currently formulated, neither the cooperative law nor the cooperative societies charter provides an adequate framework for the cooperatives to develop as autonomous enterprises, and neither allows sufficient leeway for genuine independence and self-management. Bound by such legislation, Jordan's cooperative system remains far from being an autonomous part of the private sector." (World Bank, 2000, p.1).

Many of the factors above would have an impact on any form of business and social organization in Jordan, whether registered as a cooperative or not. But two largely related factors, namely the unclear, if not detrimental relationship between cooperatives and the State, and the inappropriate cooperative legislation through which this relationship is being defined, are cooperative-specific, and must be addressed in the present strategy.

2.4 THE PRINCIPAL ACTORS IN THE COOPERATIVE SECTOR

2.4.1 JCC

The PESTLE method does not specifically call for an analysis of the institutional environment of a business or organization; in the case of the Jordanian cooperative movement, such an analysis is of particular importance since the JCC plays a predominant role in cooperative development. In fact, according to Law No. 18 of 1997 the Corporation carries out three sets of functions.

- A regulatory function: the elaboration of laws governing cooperatives in Jordan; the registration, supervision, auditing⁷ and liquidation of all types of cooperatives in Jordan. In most countries, this role would be fulfilled by a governmental cooperative department attached to a line ministry; in some countries, the cooperative audit function is often delegated to a specialized institution such as the former Cooperative Audit Union of Jordan.
- A developmental function: training and education of cooperative leaders and members, general awareness about cooperatives, provision of business support services; access to finance, and so on; in many countries, this role would be played by an independent Cooperative College or Cooperative Support Centre.
- A representational function, that is, representing the Jordanian cooperative movement nationally and internationally. It is for this reason that the JCC has become a member of the International Cooperative Alliance, a role that normally would be played by a National Cooperative Federation.

The JCC's predecessor, the JCO, played an even greater role by providing economic services (such as supply and marketing) as well as financial services (through the defunct JCB). From an international perspective it would be desirable to locate the three functions in three (or four) separate institutions. This will be discussed in greater detail in the strategy section of this paper.

The current number and staff of the JCC is detailed in table 13 in the annex. Unfortunately, this table does not indicate how many JCC officials have a cooperative-specific qualification, but according to available information it appears that very few JCC officers have any cooperative-specific professional background, because many staff members have been transferred from different governmental entities.

7. Article 9 of By-law 36 of 2016 stipulates that every cooperative must have a certified auditor appointed by the general assembly. This role is currently fulfilled by the JCC.

According to Jordan's General Budget Department (JGBD, 2020), the JCC pursues three strategic objectives, as shown in table 4.

Table 4. JCC strategic objectives and indicators

Strategic objective	Indicator	Performance		
		Base (2017)	Target (2019)	Actual (2019)
To promote the economic, social and cultural level for local societies and cooperative entities and disseminate the cooperative culture through media, communication, education and training means	Number of cooperatives	1,600	1,700	1,550
	Number of trainees	700	800	750
To promote self-dependence in order to achieve economic and social benefits for cooperative entities and concentrate on the optimal usage of own resources	Number of cooperative members	144,850	146,000	145,000
To build the corporation's capacities and enhance its dependence on its resources to enable it to perform its functions optimally towards the cooperative sector, to develop regulatory and legislative environment of the cooperative sector, and to apply the best related standards.	Number of regulations prepared or modified	2	2	2
Additional indicators (not linked to a specific strategic objective)	Customer satisfaction	83%	86%	85%
	Number of audited cooperatives	925	1,050	1,000

Source: (JGBD, 2020)

This table prompts three observations.

- In 2019 the JCC missed all of its targets except the number of regulations.
- The performance indicators do not appear appropriate for measuring JCC's strategic objectives; for example, the second objective should be measured not by the number of members, but by the percentage of cooperatives that generate a surplus.
- The strategic objectives in themselves are largely overlapping; it would have been desirable to align them with the three sets of functions outlined above.

The JCC's current budget amounts to 2,099,000 dinars, 95 per cent of which is spent on salaries and operational expenses, while a mere 5 per cent, or 110,000 dinars, is earmarked for "capital spending" (JGBD, 2020). This amount does not include the audit fees which are collected by the JCC before being transferred to the Treasury.

The JCC suffers from the following weaknesses and shortcomings:

- lack of funding (the budget allocation is spent almost entirely on staff, which means that the JCC can finance hardly any developmental activities);
- lack of specific expertise and qualified personnel in cooperative development among the JCC staff;
- certain ministries (Agriculture, Labour, Planning, Industry), as well as certain development partners, deal directly with individual cooperatives without involving or even informing the JCC;
- insufficient digitization and automation of work processes;
- previous restructuring of the JCC with minor results.

These weaknesses will be addressed in the present strategy, as well as in the JCC institutional plan to be developed once the strategy has been approved.

2.4.2 Other governmental authorities

Besides the JCC, the following ministries interact with the Jordanian cooperative movement.

- The Ministry of Agriculture (MoA) provides agricultural cooperatives with services such as facilitating produce marketing and input supply. Quite naturally, the policies adopted by the MoA have a strong impact on the activities of agricultural cooperatives.
- National Agricultural Research Centre, which is a partner of the JCC.
- The Ministry of Water and Irrigation (MoWI) collaborates with irrigation cooperatives that distribute irrigation water on behalf of the ministry, mainly in the Jordan Valley. The MoWI may provide additional support services, such as marketing and supply, in collaboration with the JCC.
- The Ministry of Planning and International Cooperation (MoPIC) disburses grants and zero-interest loans directly to individual primary cooperatives, while the JCC can execute this procedure.
- The Ministry of Labour's Development and Employment Fund (DEF) provides financial support to cooperatives wishing to launch or expand community development and job creation programmes. The DEF also finances related training and feasibility studies.
- The Ministry of Finance (MoF) allocates public financial resources to the JCC.
- The Ministry of Environment (MoE) implements environmental projects with and through cooperatives associations, such as the environmental compensation project, the rehabilitation of the Al-Badia region, as well as renewable energy projects.
- The Ministry of Local Administration and Municipalities approves the plans submitted by housing cooperatives and authorizes those cooperatives to register the plots under the names of their members, a process which may take up to ten years.

Other actors, such as the Ministries of Education and of Higher Education, as well as private and public universities and higher education institutes, do not play any role in cooperative promotion at present. Cooperative development is not included as a topic in the curricula of schools and universities, a problem which will be addressed through Output 3.1 (see p. 50) of the present cooperative development.

2.4.3 The role of development partners

Several national NGOs, such as the Jordan River Foundation and the Hashemite Fund for Human Development (JOHD), as well as various UN agencies, the Islamic World Organization, and bilateral cooperation agencies such as GIZ, are involved in the promotion of cooperatives in Jordan and in providing support to the cooperatives and training and funding for many associations and the JCC.

2.5 PROBLEM ANALYSIS

2.5.1 Problems identified by cooperative leaders

The observations in this section are derived from the statements made during videoconferences with cooperative leaders grouped according to location (the southern, central and northern governorates), and a further videoconference with the three expert cooperative representatives from the three regions. In each session, the cooperators were invited to state their most urgent and important problems. Their answers, which were confirmed during field visits and through questionnaires, are summarized in table 5.

Table 5. Problems identified by cooperative leaders

Region		North	South	Central	Total
Participants	M	11	13	13	37
	F	3	2	3	8
No access to finance		4	3	4	11
Lack of capacity-building		3	2	2	7
No tax exemption		1	4	3	8
Amount of fees charged by JCC		1	1	0	2
Lack of a general union		4	3	4	11
Weak performance by JCC to execute tasks		3	1	2	6
Lack of market access		2	3	1	6
Lack of a cooperative strategy		1	1	3	5
Cooperatives not based on cooperative principles		3	2	3	8

Table 5 includes those problems that affect the Jordanian cooperative movement as a whole, not those pertaining to a specific cooperative society only. It is surprising to note that the lack of a general union (sometimes referred to as “lack of coordination” or “insufficient cooperation among cooperatives”) yields the highest score. Moreover, almost all the problems identified by the cooperative seem to be caused by the external environment, not by the internal functioning of cooperatives. The sole exception is the

fake cooperatives or those not based on cooperative principles phenomenon; that is, cooperatives that are purely based on family ties, or those that have been established solely to collect government or donor funds. Several participants deplored the closure of the Jordan Cooperative Institute (JCI) and of the JCB, and the discontinuation of the valuable support services provided by the former JCO.

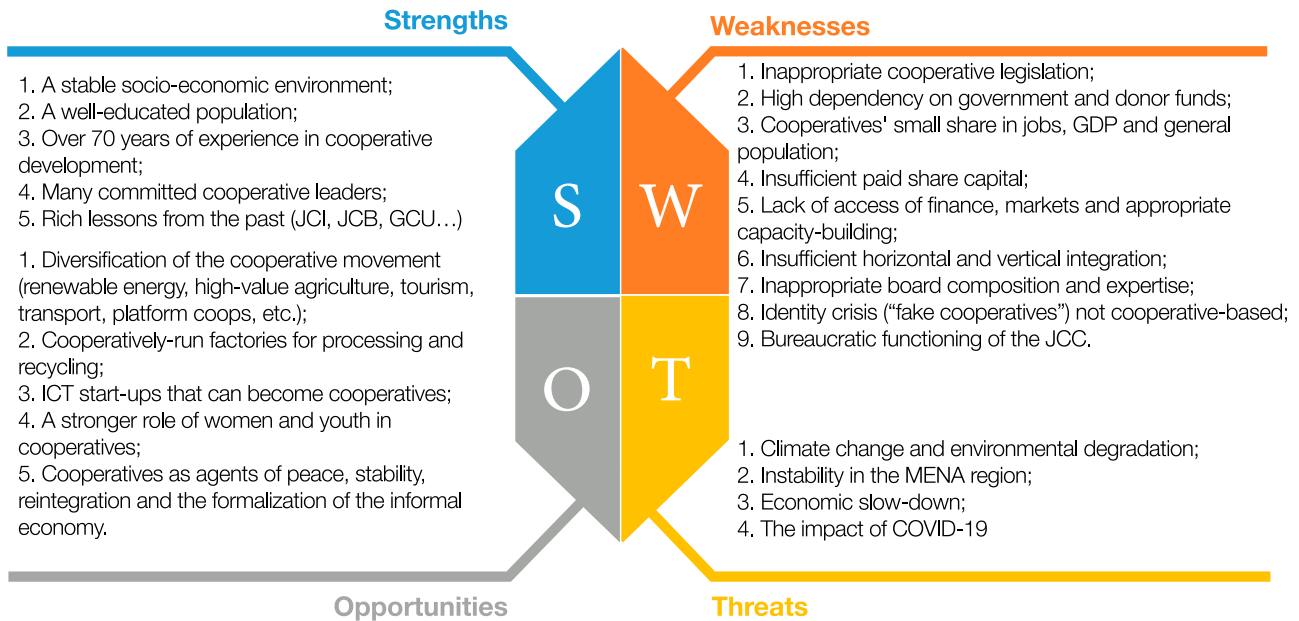
The problem analysis was complemented and enriched by the observations collected during field visits carried out by the two national consultants in October and November 2020 in the presence of a JCC representative. The team visited two or three cooperatives in each of Jordan's 12 governorates, as well as two regional unions. The following problems, weaknesses and constraints were observed during those field visits.

- A high degree of dependence of cooperatives on Government and donors; this includes not only financial subsidies, but also government services such as the provision of subsidized goods for sale by retired military personnel, or the provision of water for irrigation.
- The lack of horizontal integration between cooperatives of various types, and/or cooperatives operating in the same governorate of region.
- The lack of managerial capacity of many cooperative members in management committees.
- The fact that numerous cooperatives seem to be operating as a “one-man show” by the chairman of that cooperative.
- The insufficient technical capacity of JCC field offices.

As an outcome of the field visits, it was estimated that between 50 and 65 per cent of the visited cooperatives were in a satisfactory state, while the other encountered serious problems.

2.5.2 SWOT Analysis

Figure 4. A SWOT analysis of the Jordanian cooperative movement



The insights gathered through a PESTLE analysis and the problems identified through field visits and interviews with cooperative members and other stakeholders provided the basis for a SWOT analysis. SWOT is a popular four-box strategy analysis and strategy development framework; the acronym stands for Strengths and Weaknesses (the internal factors) and Opportunities and Threats (the external factors). SWOT is a widely used technique that is applicable to all types of organizations and businesses, and whose results are easy to communicate. However, SWOT is not a scientific method, and its outcomes can be biased by perceptions, beliefs and personal preferences (Sarsby, 2016). Notwithstanding, it is a useful tool for the development of a cooperative development strategy for Jordan. Figure 4 proposes a SWOT analysis for Jordan's cooperative movement at the present stage. It shows that Jordan can build on a strong foundation of cooperative experience and expertise which, however, is not fully exploited because of the role of the State, which does not build on the spirit of self-help and self-responsibility that drives genuine cooperative initiatives. Opportunities for growth, expansion and diversification of the movement are manifold, and some of those opportunities can be mobilized to respond to lingering threats. For example, renewable energy and water desalination cooperatives could counter the effects of climate change. In short, there is ample evidence that cooperatives can contribute significantly to the sustainable development of Jordan – provided the administrative, legal, institutional and policy environment is conducive. For the time being, however, the Jordanian cooperatives are far from fully exploiting their potential because they are facing a triple crisis:



- the institutional, legal and administrative environment in which cooperatives operate is not fully conducive;
- cooperatives do not have access to appropriate support services, and they lack horizontal and vertical integration;
- the very purpose of many cooperatives is not clear, because they have been promoted from outside with little or no member involvement; some cooperatives have been established simply to collect government grants.

This triple crisis, compounded by the lack of awareness about the nature and principles of genuine cooperatives, is the core problem the present strategy seeks to address.

3. COOPERATIVES IN JORDAN – A STRATEGY FOR THE FUTURE

3.1 FOUNDATIONS

3.1.1 Cooperatives: definition, principles and values

In June 2002, the three Jordanian delegates to the 90th session of the International Labour Conference voted in favour of the ILO Recommendation 193 on the Promotion of Cooperatives. It can therefore be assumed that Jordan agrees with the definition of the term “cooperative” given in Article 2 of the Recommendation: “A cooperative is an autonomous association of persons united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly owned and democratically controlled enterprise” (ILC, 2002). Moreover, in 2018, Jordan joined, via the JCC, the International Cooperative Alliance (ICA), whose by-laws oblige all member organizations to adhere to the universal principles of cooperation, namely:

- Voluntary and Open Membership
- Democratic Member Control
- Member Economic Participation
- Autonomy and Independence
- Education, Training, and Information
- Cooperation among Cooperatives
- Concern for Community

as well as to the values of self-help, self-responsibility, democracy, equality, equity and solidarity. The Statement on the Cooperative Identity further stipulates that “in the tradition of their founders, cooperative members believe in the ethical values of honesty, openness, social responsibility and caring for others” (ICA, 2018b). Cooperatives are the only type of enterprise that have an internationally agreed ethical code of values and operate in accordance with principles democratically and internationally agreed by cooperatives that are members of the Alliance (ICA, no date). The ICA definition, principles and values will therefore constitute the foundation of the present cooperative development strategy and should be reflected in the country’s future cooperative legislation.⁸

8. The JCC vision and mission statements available on the corporation’s web site (JCC, no date) refer to the cooperative values, but do not mention the seven universal cooperative principles, nor the universal definition.

3.1.2 Principles guiding the design of the strategy

Jordan's cooperative development strategy should take into account the following eight principles, which are derived from those governing the areas of cooperative development, of aid effectiveness (OECD, 2020) and of development sustainability.

1. Alignment: the strategy should be aligned with, and contribute to, broader frameworks such as those referred below.
2. Ownership: the strategy must be validated by the cooperatives before becoming effective, for example through a national cooperative convention.
3. Results orientation: the strategy should be formulated according to the results-based management (RBM) principle⁹ and include quantifiable performance indicators, baselines and targets.
4. Inclusivity: the strategy should pay special attention to marginalized or underprivileged population groups, namely women, youth, ethnic minorities, refugees and informal economy actors.
5. Accountability: the strategy should determine the responsibility, authority and accountability of each actor involved in its implementation.
6. Concern for community: the term “community” in this cooperative principle should be construed as meaning the entire Jordanian society; the cooperative development strategy of Jordan should benefit the entire Jordanian society.
7. Sustainability: the strategy should take into account the three pillars (or the “triple bottom line”) of sustainability: economic, social and environmental (Purvis, et al., 2018).
8. Flexibility: as the cooperative development strategy covers a period of five years, it is likely that unforeseen events occur during this time (such as the Coronavirus outbreak, for example). The strategy should therefore include a mechanism for period review and adjustment.

A ninth principle, namely that of autonomy, is already contained in the definition. However, as the underlying issue, that is, the relationship between cooperatives and the State,¹⁰ is so central to the strategy, the autonomy principle should be repeated here.

3.2 RESULTS HIERARCHY

9. The ILO defines RBM as “a management strategy whereby all actors, contributing directly or indirectly to achieving a set of results, ensure that their processes, products and services contribute to the achievement of desired results (outputs, outcomes and higher-level goals or impacts). Those actors in turn use information and evidence of actual results to inform decision-making on the design, resourcing and delivery of programmes and activities and for accountability and reporting” (Prom-Jackson, 2017, p. 36).

10. As the World Bank observed in 2000: “The main sector issue is the role of government in cooperative development. So far, the government has played a dominating role in the establishment, development and control of the country's cooperatives. However, countries with an active and sustainable cooperative movement limit the government's role to some regulatory and supervisory functions.”

Jordan's cooperative development strategy does not stand alone; it is embedded in, and contributes to, a range of broader development frameworks which can be grouped under two levels, namely global and national. At the global level, three frameworks should be retained.

- The 2030 Agenda for Sustainable Development (UN GA, 2015): cooperatives are mentioned as part of the private sector (paragraphs 41 and 67 of the Declaration).
- The Decent Work Agenda (ILO, 1999): numerous papers and articles have examined the relationship between cooperatives and the four pillars of the Decent Work Agenda (employment, protection, dialogue, standards). See, for example: (ILO, 2019).
- The Strategic Plan of the International Cooperative Alliance (ICA) for the period 2020–2030 (ICA, 2020) focuses on the role of cooperatives in contributing to the 2030 Agenda.

This last point is of key importance: how can cooperatives support the efforts of the Jordanian society to achieve the 17 Sustainable Development Goals (SDG) and their 169 targets?

At the national level, the key documents to be taken into account include the following.

- The overarching, medium-term “Jordan 2025 – A National Vision and Strategy” (GoJ, 2015); this document contains one single reference to cooperatives (on p. 92, as providers of basic goods in regions). Notwithstanding, the vision's four strategic pillars (active citizenship, safe and stable society, competitive private sector and efficient government) could serve as the organizing framework for the cooperative development strategy.
- The second key document at the national level is the Jordan Economic Growth Plan 2018 – 2022 (Economic Policy Council, 2017) which, under its agricultural sector strategy, proposes a series of actions, namely:
 - developing and reviewing the regulations and instructions governing cooperative work;
 - establishing the General Cooperative Union and regional unions and assigning them the primary role of supervising the work of cooperative societies;
 - qualifying the cooperative institute to raise the efficiency of workers within the public and private sectors;
 - encouraging and supporting marketing outlets for agricultural cooperative societies in all governorates to assist in marketing products domestically and internationally;
 - opening finance opportunities, including grants and loans, to provide financing for cooperative projects and their members in accordance with a certain set

of principles.

Most of these measures would benefit all types of cooperatives in Jordan, not just agricultural cooperatives.

- A third document of major importance is Jordan’s National Employment Strategy 2011–2020 (MoPIC, 2010) which considers cooperatives as potential agents of job creation in rural areas; however, without proposing specific actions.
- The fourth document, Jordan’s National Agricultural Development Strategy 2020–2025 (MoA, 2019), makes numerous references to cooperatives, observing that “cooperative societies play a pivotal role in the development of the agricultural sector, where small farmers can benefit from the advantages of large production, especially with regard to the use of modern technologies in agricultural production and reducing production costs” (MoA, 2019, p. 18), while also deploring “a confusion between the governmental and private role in the cooperative sector” (ibid, p. 19). However, the strategy adds to that confusion by calling for the establishment of an agricultural cooperative union by the JCC, rather than by primary societies.

There are certainly additional national strategies that may have an impact on cooperatives, but it can be assumed that the four documents mentioned above are the most significant ones for the formulation of a cooperative development strategy. In addition, two Jordan-specific UN frameworks should be cited, namely:

- the United Nations Sustainable Development Framework (UNSDF) for the period 2018 to 2022 (MoPIC & UN, 2017); the UNSDF contains one single reference to cooperatives (in relation to refugees), despite the fact that several UN agencies work closely with or through cooperatives;
- the ILO Decent Work Country Programme 2018–2022 (ILO, 2017) mentions cooperatives only in their role as facilitators of job permits for Syrian refugees.

In conclusion, we may retain that Jordan’s Vision 2025 provides the conceptual orientation for the future cooperative development strategy, while the Economic Growth Plan offers pragmatic recommendations towards the reform of the cooperative sector.

3.3 THEORY OF CHANGE

A theory of change is essentially a comprehensive description and illustration of how and why a desired change is expected to happen in a particular context (Center for Theory of Change, 2021). In the context of the present strategy, the desired change is encapsulated in the vision statement, whereas the various elements of the logical framework contain the building blocks necessary to achieve this change.

3.3.1 Vision statement

A strategic plan for a particular cooperative society, or for an organization such as the JCC, would normally include vision and mission statements. However, the present strategy pertains to the entire cooperative movement of Jordan, composed of more than 1,000 entities, yet without an autonomous national representative body (such as a General Cooperative Union) which could develop and validate such vision and mission statements. It is therefore proposed to formulate a development objective which could serve as a vision statement for the entire Jordanian cooperative movement:

“A prosperous, autonomous, inclusive and self-reliant cooperative movement that observes the universal cooperative principles and values and contributes effectively and significantly to the sustainable development of the Jordanian society.”

This statement is not too different from the vision formulated by the JCC: “Cooperative sector effectively contributes in increasing the economic, social and cultural level of the community” (JCC, no date).

3.3.2 Mission statement

The vision statement must be complemented by a mission statement, defined as “a sentence describing a cooperative’s function, markets and competitive advantages; a short, written statement of the cooperative business goals and philosophies”. As the present strategy applies to the entire Jordanian cooperative movement (and not to a specific cooperative society), the mission statement should be sufficiently broad, generic and flexible:

“The Jordanian cooperatives pursue the mission of providing efficient, high-quality, demand-driven and timely services to members in a democratically controlled governance structure.”

These statements (vision and mission) provide the basis for the strategy’s theory of change. This includes the elaboration of a logical framework consisting of a development objective (the vision), the outcomes to be achieved, the outputs to be produced, and the activities to be carried out. The first three of these elements are contained in Figure 5.

3.3.3 Logical Framework

Figure 5. Cooperative development strategy – logical framework

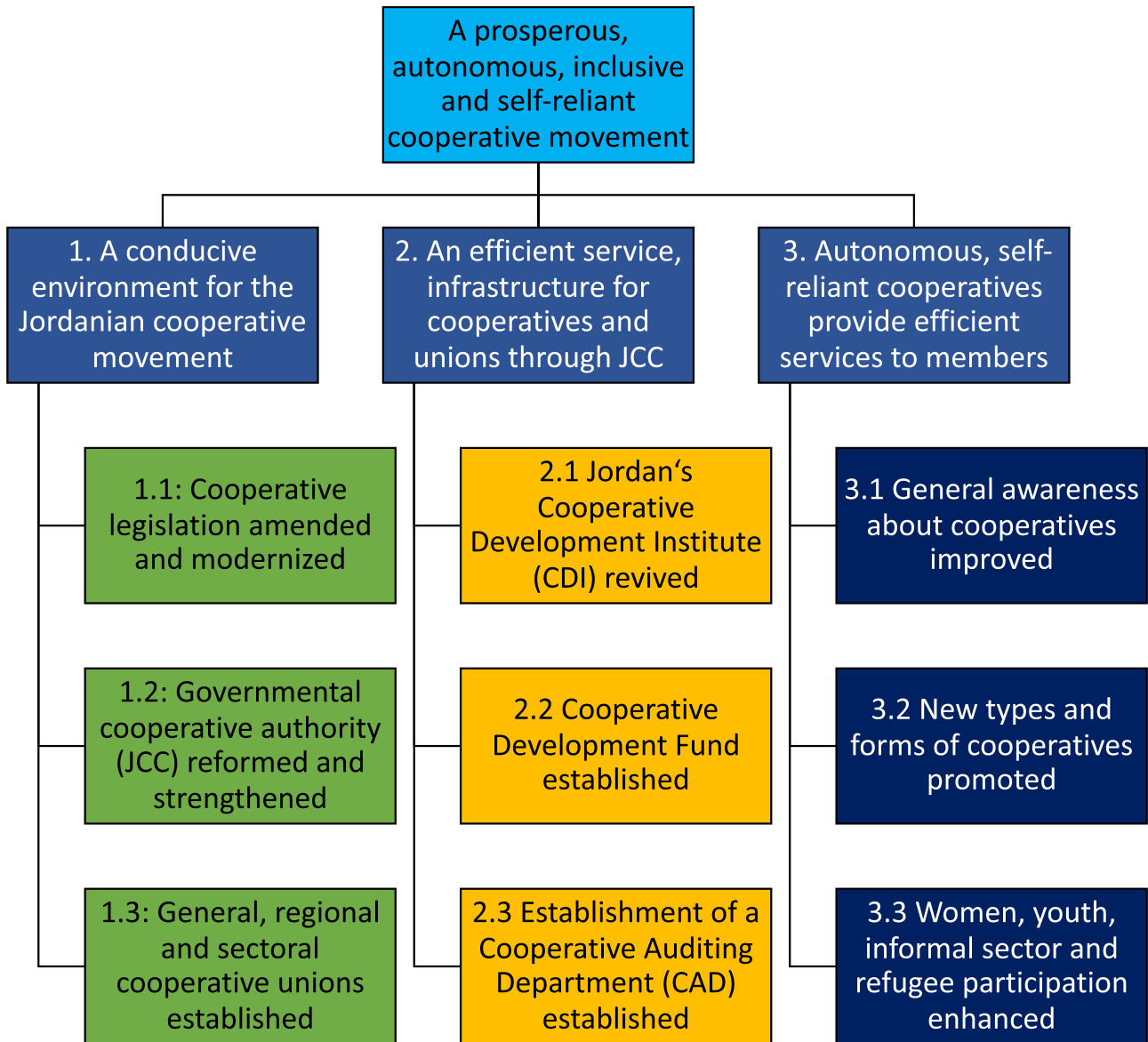
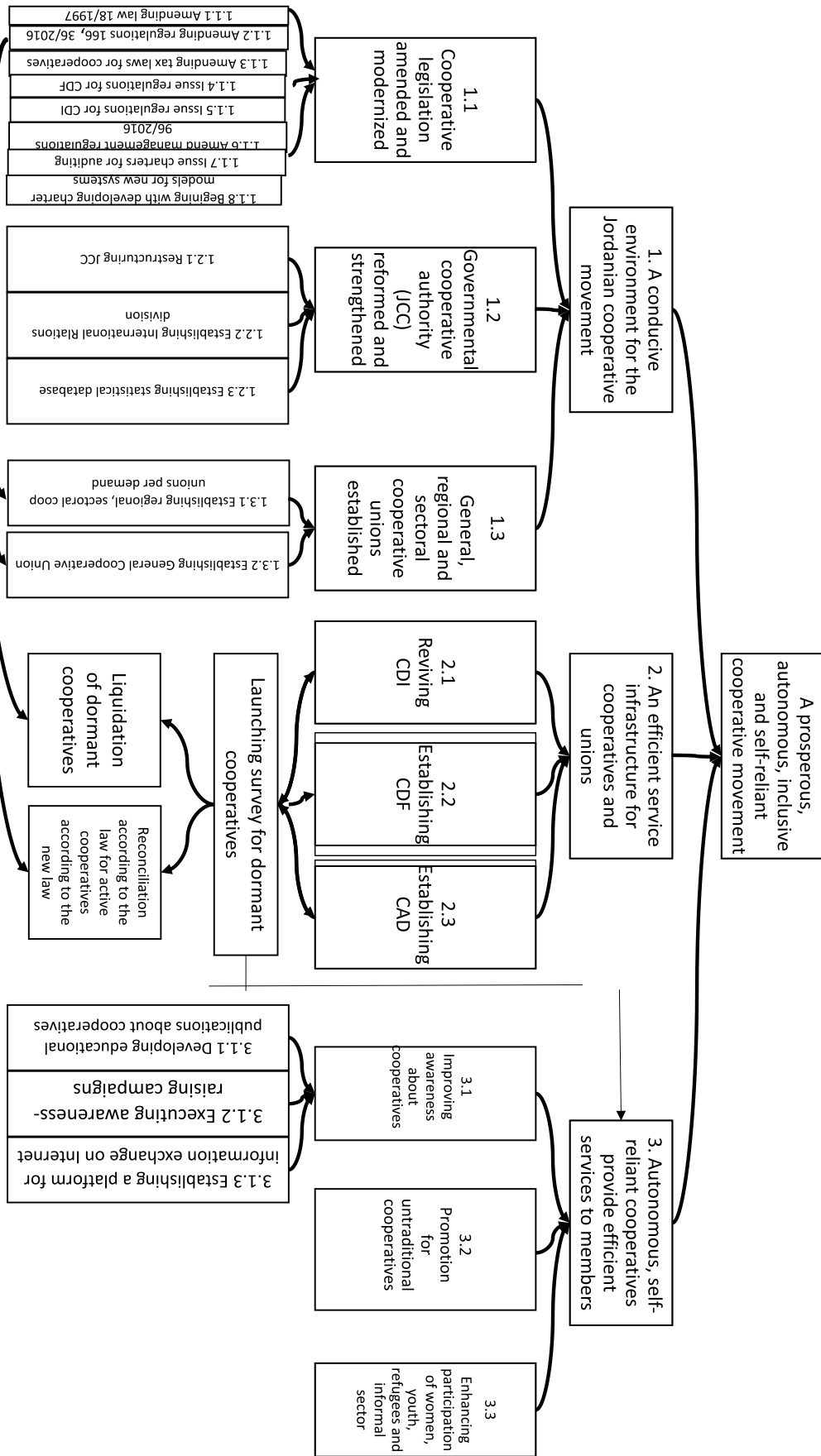


Figure 6: Vertical logic and horizontal linkages



3.3.4 Objectives, outcomes and outputs

The thirteen boxes contained in 5 are the principal elements of Jordan's future cooperative development strategy. They will be further concretized through performance indicators, key actors, principal activities, as well as timelines and cost estimates.

3.3.4.1 Development

objective: a prosperous cooperative movement

The strategy is built on the premise that genuine, autonomous and self-reliant cooperatives can play a valuable role in development by contributing to higher-level objectives such as job creation, gender equality, social security, environmental protection, economic growth, the improvement of working and living conditions, the extension of social dialogue to excluded population groups, the enforcement of labour and human rights, the formalization of the informal economy, and similar macro-level goals set by the Government and/or the people. In other words, the achievement of the strategic goal of building a prosperous, autonomous, inclusive and self-reliant cooperative movement is not an end in itself, but a step towards the achievement of Jordan's Vision 2025. Consequently, Jordan's cooperative development strategy consists of three complementary outcomes and nine supporting outputs, which are briefly introduced below.

Reform recommendations submitted by the CDS steering committee

The following recommendations were presented by the steering committee on 4 November 2020.

- Benefit from international experience and ILO guidance, taking into account the reality of society, the environment, and the legislation of Jordan.
- Create a financing window for the cooperative sector to be managed by JCC.
- Establish an independent cooperative audit unit under JCC, which could eventually (within four years) be transferred to the future General Cooperative Union.
- Strengthen JCC's board with representatives from cooperatives and unions of all kinds and increase the representation of women in the board.
- Revive the Cooperative Institute under the management of the JCC.
- Amend the Cooperative Law No. 18 of 1997; there is no need for a new law.
- Strengthen existing cooperatives and establish new ones based on sound feasibility studies.
- Amend the Cooperative Societies Regulation No. 36 of 2016 and the Cooperative Federations Regulation No. 166 of 2016.
- Facilitate the transition from the informal to the formal economy through cooperatives.
- Reconsider the income tax and general sales tax rates for the cooperative.
- Introduce educational material for cooperatives in schools and universities.
- Include into the strategy an implementation plan, performance indicators and a matrix with key responsibilities.
- Empower women through cooperative work.
- Create a statistical database for cooperatives and digitize the sector.

These points are reflected to a very large extent in the outcomes and outputs.

3.3.4.2 Outcome 1: A conducive environment

The problem analysis (see p. 32), as well as numerous studies carried out during the past twenty years, come to the unanimous conclusion that the current legal, institutional and administrative environment of the Jordanian cooperative movement is far from being conducive. If this problem is not addressed any effort to promote genuine cooperatives in Jordan is doomed to fail. Of particular importance is the recognition and protection of the cooperatives' autonomy and independence, as called for by UN Resolution 56/114: "Policies should move cooperatives away from dependency on the State; cooperatives should not be promoted as instruments of government policies or technical aid programs, as conduits for subsidized loans or scarce commodities, as forums for political indoctrination of the people, as a means to formalise the informal economy or as agents for helping the poor. Experience shows that cooperatives contribute best to society when they are true to their values and principles". (UNGA, 2001) (ICA, no date, p. 47)

The following outputs have been formulated in order to establish a conducive cooperative environment.

Figure 7. Outputs under Outcome 1

Output 1.1. Cooperative legislation
<ul style="list-style-type: none"> • Amend law No. 18 of 1997 and develop a new law over time • Amend regulations Nos 36, 166 of 2016 (cooperatives and unions) • Amend taxation laws • Amend regulations of administrative system No. 96 of 2015 • Issue a charter for CDI • Issue a charter for CDF • Issue regulations for auditing according to international standards • Liquidate all dormant cooperatives
Output 1.2. JCC
<ul style="list-style-type: none"> • Separate regulatory, developmental, and representational functions • Establish several subunits that follow JCC (Outcome 2) • Train JCC staff and recruit qualified personal
Output 1.3. Cooperative unions
<ul style="list-style-type: none"> • Establish regional and sectoral cooperative unions on demand-driven basis • Re-establish the Jordan General Cooperative Union

Output 1.1. A revised cooperative law. It is of crucial importance to draft a modern cooperative act for Jordan that is fully consistent with international standards (ILO Recommendation No. 193, UN Resolution on the role of cooperatives in social

development, ICA identity statement) while being adapted to the characteristics and aspirations of the Jordanian society. The current act, namely Law No. 18 of 1997, regulates first and foremost the JCC and not cooperatives themselves. The latter are the subject of two regulations, namely the Cooperative Societies Regulation No. 36 of 2016 and the Cooperative Federation Regulation No. 166 of 2016. It would be highly desirable to formulate an entirely new cooperative law for Jordan which would replace the existing act and its regulations, and would regulate simultaneously the establishment of cooperative societies and unions, as well as the roles and responsibilities of the governmental authority in charge of cooperatives (currently the JCC). The formulation of the new law could be inspired by the most recent version of ILO's guidelines for cooperative legislation (ILO, 2012).¹¹ However, as the procedures leading to the enactment of a new law may take several years, it is proposed to begin amending the cooperative law. It is therefore suggested to begin amending Law No. 18 of 1997, with a profound revision and amendment of charters Nos 36 and 166 of 2016 in order to make them fully consistent with international standards,¹² and to begin designing an entirely new Cooperative Act for Jordan. A national survey should be undertaken of all existing cooperatives in Jordan (including dormant ones), as well as a countrywide popularization campaign, and a re-registration campaign,¹³ complying with law, with the elaboration of model by-laws for primary societies and unions and of governance standards for cooperatives that are consistent with international standards.

Output 1.1 will also include a review, and a possible revision, of Jordanian taxation laws pertaining to cooperatives. While it is reasonable that cooperatives pay the general sales tax of 16 per cent, the Government may consider an exemption or reduction of income tax imposed on cooperatives because the surplus of a cooperative is (at least partly) distributed as a dividend to members, and therefore taxed at their level (ILO, 2001). For example, Greece, Latvia, Malta and Portugal exempt cooperatives from corporate income tax, whereas Austria, Belgium, Cyprus, Denmark, France, Germany, Hungary, Luxembourg, the Netherlands, Sweden and the United Kingdom allow for some deduction of patronage dividends from the taxable profits in the corporate income tax (Hanisch, 2015). The ICA asserts that “where [the economic and social contribution of cooperatives to a local or regional economy is a dedicated objective and purpose of co-operatives], it is appropriate for it to be recognised by the public authorities by awarding them specific legal and tax treatment that recognise their wider contribution to tackling wealth inequality” (ICA, no date, p. 42).

Output 1.2. Governmental cooperative supervisory authority reformed and strengthened. This output aims at segregating the three sets of functions currently fulfilled by the JCC (see p. 29); the core JCC would continue carrying out the regulatory functions of the State, including the drafting of legal texts pertaining to cooperatives; it would be in charge of international relations and would therefore

11. The author of these guidelines, ILO consultant Mr Hagen Henry, elaborated a draft text for a revised cooperative law for Jordan in October 1999. The text was endorsed by the JCC at the time but was never finalized. A hard copy of the draft law can be made available.

12. The policy paper “Towards enhancing the role of women in cooperatives” provides useful recommendations as to which articles of the law and the regulations should be amended (JNCW, 2017, pp. 14–12)

13. Under this campaign all existing cooperatives would be required to adjust and reconcile under the new law within a certain period of time (12–6 months). This process would automatically eliminate all inactive, defunct or frozen cooperative societies.

include an International Relations Directorate. The Corporation would also maintain the auditing function until a specialized and cooperative audit institution becomes operational. Moreover, the JCC core would establish a computerized, statistical database on the Jordanian cooperative movement which should be fully aligned with Jordan's National Strategy for the Development of Statistics 2018–2022 (DoS, 2018) and the “Guidelines concerning statistics of cooperatives” adopted in 2018 by the 20th International Conference of Labour Statisticians (ILO, 2018). The future Jordan General Cooperative Union (JGCU) would take over the representational function from the JCC and may in the longer term assume the audit function as well. A newly established (or revived) Cooperative Development Institute (CDI), established as a unit of the JCC, would carry out JCC's developmental functions (see Output 2.1), whereas a future Cooperative Development Fund (CDF) would take over JCC's role in financial intermediation (Output 2.2). Moreover, the number of cooperative representatives in the JCC board of directors should be increased from three to at least six, with the provision that the share of women in the board must be proportional to the share of women in the cooperative's general membership; this would require an amendment to Article 5 of Law No. 18 of 1997.

The institutional reforms proposed under this output are fairly wide-ranging; it is for this reason that the implementation of the output would be stretched over five years, that is, the entire duration of the strategy. Efforts will be made to re-assign as many JCC staff members as possible to the newly established subsidiary bodies (CDI, CDF, Cooperative Auditing Department (CAD)). Where this is not possible, adequate compensation packages shall be offered, and new personnel will be recruited.

Output 1.3. Cooperative unions established. It is expected that the new cooperative law (Output 1.1) would liberalize the conditions for the establishment of cooperative unions in Jordan, while at the same time prescribing that unions must be demand-driven, and shall be established on the basis of a proper needs assessment and feasibility study (to be conducted with the support of the CDI and the JGCF, when operational). Sectoral unions could be formed at the national or subnational level. Regional unions may cover one or several governorates, or just a part of a governorate. In line with the first cooperative principle of voluntary membership, and with ILO Recommendation 193, the affiliation of primary cooperatives with cooperative unions should be voluntary, and no primary cooperative should be obliged to adhere to any union. All unions (whether sectoral, regional or general) would be expected to provide economic services (such as supply, marketing, processing, transport etc.) to their affiliated primary societies and, in doing so, generate their own income. The JGCF would serve as the movement's mouthpiece; it would represent the Jordanian cooperative movement at the International Cooperative Alliance (ICA) and should have a seat in the “fourth group” of Jordan's Economic and Social Council (GoJ, 2007). However, the JGCU should be established only if the affiliated regional and sectoral unions represent at least 51 per cent of all active primary cooperatives in the Kingdom.

3.3.4.3 Outcome 2: An efficient service infrastructure

During the interviews with cooperative members, many interlocutors deplored the fact that the JCC was providing far fewer and less efficient support services than the former JCO; in fact, it appears that the JCC focuses mainly on the registration and audit functions to the detriment of education, training and business advisory and business support services. Cooperatives should be entitled to benefit from at least the same level of support as other forms of business and social organization, as stipulated in ILO Recommendation 193: “Cooperatives should be treated in accordance with national law and practice and on terms no less favourable than those accorded to other forms of enterprise and social organization. Governments should introduce support measures, where appropriate, for the activities of cooperatives that meet specific social and public policy outcomes, such as employment promotion or the development of activities benefiting disadvantaged groups or regions. Such measures could include, among others and in so far as possible, tax benefits, loans, grants, access to public works programmes, and special procurement provisions.”

It seems, however, that at present the Jordanian individually owned micro, small and medium enterprises enjoy a far greater level of public support than cooperatives.

Figure 8: Outputs under Outcome 2

Output 2.1. Cooperative Development Institute

- Establish the CDI within the organizational structure of JCC as a semi-independent branch, to be in charge of training, research, communication, consultancies, and advisory services
- Train CDI staff

Output 2.2. Cooperative Development Fund

- Establish the CDF within the organizational structure of JCC, to follow and concentrate on all loan and grant funding to cooperatives
- Establish a cooperative risk management facility within the CDF
- Train CDF staff

Output 2.3. Cooperative Auditing Department (CAD)

- Establish the CAD within the organizational structure of JCC or the future (JGCU) to carry out all cooperative audits in Jordan
- Train CAD staff

Output 2.1. Cooperative Development Institute (CDI) revived. The “new” CDI would be established as an organized unit within the organizational structure of JCC, in charge of the following functions:

- general awareness raising about cooperatives;
- cooperative member education;
- capacity-building of cooperative leaders, promoters and staff;
- production of educational material on cooperatives for primary and secondary schools, and universities;
- business advisory and consultancy services to the cooperative movement;
- needs assessments and feasibility studies prior to the establishment of new primary cooperatives and cooperative unions;
- studies, surveys, research and evaluations within the cooperative sector;
- information and popularization campaigns related to cooperatives;
- provision of market intelligence (including exports) and technical information services.

The diversity and breadth of the CDI mandate would require it to include a monitoring and evaluation unit.

The CDI could greatly benefit from the tools and experiences of similar cooperative support institutions such as the Higher Institute for Cooperative Studies and Management in Cairo, Egypt, the Cooperative College in Manchester, UK, the Moshi Cooperative University in Tanzania, or the Jordan Enterprise Development Corporation (JEDCO). The CDI would be funded from (i) a contribution for the state budget covering the Institute’s fixed costs (mainly salaries); (ii) income generated from tuition and consultancy fees, and (iii) donations from development partners wishing to use the CDI for specific services.

Output 2.2. Cooperative Development Fund established. The lack of access to finance has been identified by many interlocutors as one of the main problems facing Jordanian cooperatives. However, the “spoon-feeding” of cooperatives by the State (via grants from the Ministry of Planning) or certain donors has triggered the formation of many pseudo-cooperatives that exist solely because of the availability of grants (ICA, 2018a, p. 6). It is therefore proposed to create a mechanism that facilitates the cooperatives’ access to finance on the basis of proper needs assessments and business plans. It is, however, not recommended to re-establish the defunct Jordan Cooperative Bank because this would cause unnecessary overhead expenditures. Instead, the JCC should establish a dedicated funding window for cooperatives in the form of a semi-autonomous Cooperative Development Fund (CDF), in line with the recommendation of Jordan’s ECOSOC, which proposes to “find a specialized banking cooperative window for providing financial sources necessary for financing the projects of cooperative associations” (ECOSOC, 2020, p. 23). The JCF would be

established with an initial financial contribution of 1 million dinars from the Government of Jordan, and act as a trustee for all grants and donations intended for Jordanian cooperatives from government authorities, development partners or any other party. In doing so, the JCF would acquire the authority to pre-approve loans and grants to cooperatives and unions in order to avoid the formation of pseudo-cooperatives, as well as the direct funding of cooperatives by third parties. Moreover, the CDF would also act as a cooperative risk-management facility which would disburse grants and/or interest-free loans to cooperatives that are facing difficulties through no fault of their own (for example, due to the Coronavirus outbreak). The modalities of this facility will be elaborated during the implementation of the present strategy.

Output 2.3. Cooperative Auditing Department. Cooperatives in Jordan are currently being audited by the JCC, and some hire external auditors as well, thereby causing additional financial burden. In 2001 the ILO observed that: “Cooperative laws frequently stipulate that the external audit of cooperatives is the exclusive domain of the Registrar or Commissioner of cooperatives, so that cooperatives often do not have the right to hire their own auditors or to establish a cooperatively owned audit organization. These provisions reflect a very paternalistic view of cooperative development, dilute the autonomy of cooperatives and can distort competition. Contemporary legislation therefore only determines the conditions under which external audits must take place and specifies the minimum qualification required from a cooperative auditor, but it leaves it to the cooperatives to find a suitable person or company.” (ILO, 2001, p. 84)

Such an arrangement would be desirable in Jordan as well, even more so since the Kingdom had established an independent Cooperative Audit Federation (CAF) as far back as 1964. Under Output 2.3, an Cooperative Auditing Department (CAD) would be re-established as an organized unit under the JCC. The ACAD, once established, should carry out a countrywide survey of all registered cooperatives to identify those that are dormant or non-operational. It would also be desirable to examine the possibility of exempting smaller cooperatives from stringent audit requirements.

3.3.4.4 Outcome 3: Autonomous, self-reliant cooperatives provide efficient services to members

This goal constitutes, without any doubt, the key outcome of Jordan’s entire cooperative development strategy; it is not the number, the membership size, the volume of turnover etc. of cooperatives that matters most, but the quality, relevance, timeliness, effectiveness and efficiency of the services they render to their members. When a conducive environment has been established (Outcome 1) and an efficient service infrastructure has been built (Outcome 2), the prospects for consolidating, strengthening and expanding the Jordanian cooperative movement are bright indeed.

Figure 9. Outputs under Outcome 3

Output 3.1. Awareness about cooperatives

- Develop educational material on cooperatives;
- Carry out awareness-raising campaigns;
- Establish a web-based knowledge-sharing platform.

Output 3.2. New types and forms of cooperatives

- Promote, on the basis of proper feasibility studies, new types of cooperatives (see list in the text);
- Provide comprehensive technical, financial and representational support services to these new cooperatives through CDI, CDF, JCC and JGCF.

Output 3.3. Inclusive cooperatives

- Enhance youth and women's participation in cooperatives;
- Promote cooperatives within the informal economy;
- Continue issuing work permits to refugees through cooperatives.

Output 3.1. General awareness about cooperatives improved. The policy paper issued very recently by Jordan's Economic and Social Council deplored a "decrease [in] cooperative awareness in community [...] due to severe lack of cooperative guidance and training" (ECOSOC, 2020, p. 20). Such a decline in general awareness about cooperatives has been observed in many parts of the world, and has been associated with the proliferation of neoliberal policies throughout the world (Kalmi, 2007). To counter this trend, the ILO has developed training material and facilitators' guides such as "Think.Coop" (the basics of cooperatives) and "Start.Coop" (launching a cooperative) that can be adapted to the Jordanian context for use by cooperative promoters and leaders. In addition, it would be important to prepare textbooks on cooperatives for primary and secondary schools and universities, and to organize public awareness campaigns about cooperatives, including on social media channels. Moreover, it would be desirable to establish a web-based knowledge-sharing platform for cooperatives. This role could be fulfilled by the future JCI and/or the JGCU.

Output 3.2. New types and forms of cooperatives promoted. Neither Jordan's Cooperatives Law nor the Cooperative Societies Charter restrict cooperative activities to specific sectors, but in practice, all existing cooperatives are categorized under one of the eleven types listed in table 11. ILO Recommendation 193 in its Article 1 stipulates in simple and pragmatical terms that "it is recognized that cooperatives operate in all sectors of the economy. This Recommendation applies to all types and forms of cooperatives." The future Jordanian cooperative law could adopt this

statement, thereby broadening the spectrum of cooperative initiatives that may emerge in the Kingdom. Among the types of cooperatives that do not yet exist in Jordan one might cite the following.

- Shared service cooperatives (SCC) which are formed not by individuals but by small and medium enterprises with the purpose of jointly organizing essential services such as supply, marketing, transport, advertising, and so on. SCCs are widespread in Western Europe, the US and Japan, but less common in other parts of the world.
- Labour-contracting cooperatives (LCC), whose members offer labour-intensive services in construction, agriculture, forestry and so on as a group or a team, so that the client does not have to deal with hundreds of individuals. LCCs are particularly popular in India because they are promoted by the Indian Government as a means of creating large numbers of jobs, especially in rural areas.
- Platform cooperatives, which are defined as “businesses that use a website, mobile app, or protocol to sell goods or services. They rely on democratic decision-making and shared ownership of the platform by workers and users” (PCC, 2020). These cooperatives offer a democratic, equitable alternative to profit-oriented platform businesses such as Uber and Amazon. Since they are web-based, their geographical outreach is not necessarily confined to the nation-state.
- Renewable energy cooperatives, often formed at the local or community level to generate energy (electricity, fuel, heat etc.) in a decentralized manner from renewable sources, such as biomass, solar or wind power. In the European Union, some 1,500 renewable energy cooperatives with over 1 million individual members have been set up so far (RESCOOP, 2020).
- Multi/stakeholder cooperatives, that is, cooperatives owned and controlled by more than one type of membership class such as consumers, producers, workers, volunteers, community supporters or local authorities. Stakeholders can be individuals or organizations such as non-profit, businesses, government agencies, or other cooperatives (UWCC, 2020). Renewable energy cooperatives are often set up as multi-stakeholder coops.
- Social cooperatives set up to integrate marginalized population groups such as persons with disabilities, migrant workers or ethnic minorities into the mainstream economy. Social cooperatives are prominent in Italy, where they have created hundreds of thousands of jobs.

Under this output, the CDI (when operational) would organize study tours to countries where hitherto unknown forms of cooperatives exist, conduct feasibility studies, provide advisory services, facilitate access to funding through the future CDF, and provide in general all necessary support to nascent, innovative cooperative endeavours in Jordan.

Output 3.3. Women, youth, informal sector and refugee participation in cooperatives enhanced. The participation of women in Jordanian cooperatives has been analysed

comprehensively in a recent study (JNCW, 2016), and pragmatic proposals towards enhancing the role of women cooperative development have been formulated on that basis (JNCW, 2017). Those recommendations will be incorporated into the present strategy. However, the participation of youth in Jordanian cooperatives has not been studied in great detail, except occasional remarks that the level of youth participation in cooperatives is low. This may be due partly to a lack of awareness (to be addressed through Output 3.1), partly to an old-fashioned image of cooperatives (to be addressed through Output 3.2), and partly to cultural norms that prevent youth from occupying leadership positions in cooperatives. The reasons for low youth involvement will be analysed under Output 3.3 with the aim of developing concrete recommendations for improvement.

In addition, Jordanian cooperatives could play an important role in integrating informal economy workers and operators into the national economy. Jordan's informal economy (sometimes referred to as the "unorganized" or "unofficial" sector", employs 46 per cent of the country's labour force and contributes 35 per cent to its GDP (Bahaa, 2020). Informal economy workers and operators often form associations, networks and self-help groups that operate according to cooperative principles, without necessarily being registered as a cooperative. It would be desirable to include into the future Jordanian cooperative law flexible clauses that would provide for the official recognition of such initiatives. This would be consistent with Article 9 of ILO Recommendation 193 which stipulates: "Governments should promote the important role of cooperatives in transforming what are often marginal survival activities (sometimes referred to as the 'informal economy') into legally protected work, fully integrated into mainstream economic life."

Finally, while it is recognized that by law, refugees cannot apply for membership in Jordanian cooperatives, refugees greatly benefit from employment permits issued in cooperation with cooperatives (see p. 25). This programme deserves to be continued and has been incorporated under this output.

3.3.5 Assumptions and Risks

The probability of producing outputs and achieving objectives is subject to certain assumptions and risks. The term "risk" means "the likelihood of occurrence of a set of factors that affect (or have the potential to affect) the achievement of an objective" (ILO, 2018, p. 84). Risks are associated with "assumptions", namely, the situations, events, conditions or decisions which are necessary for the cooperative's success, but which are largely or completely beyond the control of the cooperative's management. The assumptions, in turn, are related to the environmental factors, the threats and the weaknesses identified during the PESTLE and SWOT analyses. The risk level associated with the assumptions is commonly measured in terms of probability of occurrence (low, medium, high) and importance (low, medium, high).

Assumptions that carry a red flag (both probability and importance) are unacceptable and call for the reformulation of the concerned output; those with a yellow flag call for appropriate mitigation measures. This is illustrated in table 6, where the risk refers to the danger that an assumption might not hold true.

Table 6. Strategic objectives, assumptions and risks

Logical framework: Assumptions and risks				
Outputs	Assumption	Risk level		Mitigation
		Probability	Importance	
1.1. Cooperative legislation amended and modernized	Willingness of Government and Parliament to amend current cooperative legislation	There seems to be a general agreement that revisions in the current legal framework are indispensable	The chances of success of the entire cooperative development strategy depend on Output 1.1	This has been built into the strategy itself, by first amending existing laws before formulating an entirely new one
1.2. Governmental cooperative authority (JCC) reformed and strengthened	Willingness by JCC to endorse and implement the proposed reorganization process	Past reorganization efforts have failed because of "passive resistance" by JCC officials	JCC is a key player in the cooperative movement, and also the principal cause of weaknesses in the sector.	The present strategy shall be endorsed by JCC management and board, and by the Minister of Agriculture, which should improve the probability of implementation
1.3. General, regional and sectoral cooperative unions established	Willingness of primary societies to form unions; projected sustainability of unions	Currently only 5% of all primaries are members in a union; the reason behind the founding of regional unions is unclear	The existence of unions is a desirable, but not indispensable factor for the success of primaries	All future unions to be based on sound and comprehensive feasibility studies; the affiliation to unions shall be voluntary
2.1. Jordan's Cooperative Development Institute (CDI) revived	Existence of a sufficient number of qualified and/or trainable staff at JCC	Most JCC staff lack a cooperative-specific educational background	The CDI is a central actor for the implementation of the cooperative development strategy	Retrain staff, and/or recruit qualified staff from outside the JCC
2.2. Establishing CDF: funding and support mechanism for Jordanian cooperatives established	Initial capital can be mobilized for the CDF	The ability of the Jordanian State to contribute to the JCF is jeopardized by the coronavirus pandemic	The existence of a dedicated funding mechanism is a desirable, but not indispensable factor for the success of cooperatives	Request one or several development partners to contribute to the CDF
2.3. Creating cooperative auditing department	Funding for the fixed and variable costs of CAD can be secured.	This depends on the capacity of cooperative societies to pay for audits	If the CAD does not become operational, the JCC will continue its statutory audit services	Carry out a comprehensive feasibility study prior to the establishment of the CAD
3.1. General awareness about cooperatives improved	The Jordanian public is receptive to cooperatives in general	The almost 70-year-old history of cooperatives in Jordan validates the assumption	A lack of interest in cooperatives would jeopardize many elements of the cooperative development strategy	If necessary, redesign the popularization campaign after its evaluation (activity 3.1.5)

Logical framework: Assumptions and risks				
Outputs	Assumption	Risk level		Mitigation
		Probability	Importance	
3.2. New types and forms of cooperatives promoted	The Jordanian public is receptive to new forms of cooperation	New forms of cooperation have been generally accepted in the past	A lack of acceptance would not weaken the existing cooperatives, but render them static	Adapt the new forms of cooperatives to the Jordanian socio-economic context
3.3. Women, youth and informal sector participation in cooperatives enhanced	Women, youth and informal economy actors are interested in cooperatives	The current, rather low participation of these population groups may indicate a lack of interest	Cooperatives managed by women are generally better performing than those run by men	The information and popularization campaigns foreseen under Objective 3 are designed to enhance interest in cooperatives

3.4 IMPLEMENTATION PLAN

3.4.1 Key performance indicators

Of key importance to results-based management (see footnote 9) is the use of indicators, because only those, when associated with quantifiable baselines and targets, make it possible to measure progress in implementing the cooperative development strategy. The term “indicator” is being defined as: “a signal that reveals progress (or lack thereof) towards objectives; means of measuring what actually happens against what has been planned in terms of quantity, quality and timeliness. It is a quantitative or qualitative variable that provides a simple and reliable basis for assessing achievement, change or performance.” (UNDP, no date)

Different types of key performance indicators (KPIs) are required to assess progress towards results; those indicators relate to the outputs of the cooperative development strategy, as shown in Table 7 below. The top-level indicators (those relating to the development objective) are designed to assess the impact of the strategy as a whole.

Table 7. CDS Indicator framework

Indicator framework for the Jordan cooperative development strategy				
Objective	Outputs	Indicator	Baseline	Target
Development objective A prosperous, autonomous, inclusive and self-reliant cooperative movement		Cooperative density in Jordan	1.4%	3%
		Number of jobs created by coops	20,000	30,000
		Contribution of coops to GDP	0.1%	0.6%
		Total assets owned by coops (million JD)	216	250
		Percentage of coops generating a surplus	66%	75%
		Percentage of female members in Jordanian cooperatives	15%	30%
		Awareness about cooperatives among Jordanians aged 15+ years	Not available	66%



Indicator framework for the Jordan cooperative strategy					
Objective	Output	Indicator	Baseline	Target	
1. A conducive environment for the Jordanian cooperative movement	1.1. Cooperative legislation amended and modernized	Amending Law No.18/1997	1997	Amended by the end of 2022	
		Amending current charters (36,166) for cooperative unions according to international standards	2016	Charter 36,166 of 2016, amended by the end of 2022	
		Formulation, issuance, and amendment of charters to execute new targets of JCC			
		1. Issue charter of CDF	–	A charter by the end of 2023	
		2. Issue charter of CDI	–	A charter by the end of 2023	
		3. Amend management charter No. 96/2015	2015	A charter by the end of 2023	
		4. Issue charts and regulations to audit based on international standard	2004	Issue regulation by the end of 2023	
		5. Beginning to develop new chart model based on new charters (36/166)	2016	Developing new models by the end of 2023	
		Number of dormant cooperatives liquidated by 2025	0	500	
		Rate of income tax on distributed or accumulated surplus	20%	5%	
	1.2 Governmental cooperative authority (JCC) reformed and strengthened	Restructure JCC: CDI (Output 2.1), CDF (Output 2.2), CAD (Output 2.3)	2015	Re-structure operations end in 2023	
		Ten employees in JCC headquarters will be trained, and two per field office	0	34	
		Statistical database computerized	inappropriate	At the end of 2023	
		Percentage of female JCC board members	0	20%	
		Number of cooperative representatives in JCC board	3	6	
	1.3 General, regional and sectoral cooperatives established	Number of sectoral unions established	1	5	
		Number of regional unions established	3	6	
		Number of general unions established	0	1	
		Percentage of regional, and sectoral unions being members of the general union	0	100%	
		Percentage of primary coops affiliated to a union	5%	51%	

Indicator framework for the Jordan cooperative strategy					
Objective	Output	Indicator	Baseline	Target	
2. An efficient infrastructure for cooperatives and unions	2.1. Jordan's cooperative development institute (CDI) revived	Feasibility study completed	–	At the end of 2022	
		CDI staff trained (20 at headquarters, two per field office)	0	44	
		Number of partnerships concluded with cooperative colleges in other countries	0	5	
		Number of cooperative leaders and members trained in the second year of operation	n.a	2000	
	2.2. Cooperative development fund established (CDF)	CDF feasibility study completed	–	At the end of 2022	
		Initial capital mobilized by end of 2022	0	1 million JD	
		CDF staff trained (headquarters) only	0	15	
		Amount of loans granted to cooperatives by the end of 2024	–	0.9 million JD	
	2.3. Cooperative auditing department (CAD) established	CAD feasibility study completed	–	At the end of 2022	
		CAD staff trained (five at headquarters, two per field office)	0	33	
		Number of cooperatives audited during the first year of operation	–	1000	
	3. Autonomous, self-reliant cooperatives provide efficient services to members	3.1 Improving general awareness about cooperatives	ILO Think.Coop, and Start.Coop adapted to Jordanian context	n.a	By the end of 2022
			Number of textbooks on cooperatives published (primary, secondary, higher level)	0	3
Number of social media channels and knowledge-sharing platforms on cooperatives			0	1+1	
Percentage of Jordanian population (aged 15+) being familiar with cooperatives			n.a	66%	
3.2 New types and forms of cooperatives promoted		Promotional and technical support material on at least 5 non-traditional types of cooperatives prepared	n.a	By the end of 2022	
		Number of GCI staff trained in providing support to non-traditional cooperatives (two at headquarters, two per field office)	0	44	
		Number of non-traditional cooperatives established by 2024	0	200	
3.3. Women, youth, informal sector, and facilitating refugee participation in cooperatives		Percentage of female members	5%	15%	
		Number of women's cooperatives in Jordan	100	200	
		Percentage of youth (aged below 30) in total cooperative membership	n.a	10%	
		Percentage of informal economy actors organized in cooperatives	n.a	20%	
		Number of work permits facilitated by cooperatives to refugees	1420	4000	

3.4.2 Implementation Schedule

Table 8 provides an indicative work plan for the implementation of the cooperative development strategy, including the principal activities required to produce the various outputs, the institutions responsible for the execution of these activities, and the proposed starting and end dates of the activities. The various activities are interrelated to a large extent. For example, the future Jordan Cooperative Development Institute (CDI) is expected to play a key role in implementing the work plan; consequently, all activities requiring the participation of the CDI can take place only after the Institute has become operational.

The following table indicated the principal and supporting actors of the implementation of the plan. As the spreadsheet containing the implementation plan is too large to be printed in a readable font size the plan is embedded in its original Excel format, which can be accessed by clicking on the icon below. A simplified version of the plan is provided in Table 8 below.

Table 8. Implementation schedule

Jordan Cooperative Development Strategy: implementation schedule				
Outcomes, outputs and key activities	Implementing actors		Timeline	
	Principal actor	Supporting actor	Date	
			Start	End
Objective 1. Conducive environment				
Output 1.1. Cooperative legislation amended				
1.1.1. Amend cooperative law 18/1997	JCC, Parliament	International cooperative law expert, ILO	06/21	06/22
1.1.2. Amend 36/166 regulations of 2016 to align with international standards	JCC, Prime Ministry	International and national cooperative law expert, JCC board	06/22	12/22
1.1.3. Issue charter for CDF	JCC, Prime Ministry	National cooperative law expert, Central Bank, Ministry of Finance, Ministry of Planning, JCC board	12/22	06/23
1.1.4. Issue charter for CDI	JCC, Prime Ministry	National cooperative law expert, general management institute, JCC board	12/22	06/23
1.1.5. Amend charter of organizational management 96/2015	JCC, Prime Ministry	JCC board	12/22	06/23
1.1.6. Issue regulations and instructions to detail financial data and cooperative accounts according to international standards	JCC board	JCC	06/23	08/23
1.1.7. Strive to improve regulation models according to new charters (36/166)	JCC board	JCC	06/23	08/23

1.1.8. Carry out a promotion campaign for the new law	JCC, CDI	National media (print, TV, radio, web, phone companies)	12/22	10/22
1.1.9. Launch a national survey for all cooperatives, including dormant ones	JCC		01/23	06/22
1.1.10. Launch a reconciliation campaign with cooperatives according to new regulations	JCC	Cooperatives, cooperative directorate in the field	01/23	01/24
1.1.11. Liquidate all dormant cooperatives	JCC	Cooperative directorate in the field	04/23	04/25
1.1.12. Amend income tax law in order to lower tax on cooperatives	Ministry of Finance, Parliament	JCC	06/21	06/23
Output 1.2. JCC strengthened				
1.2.1. Carry out a study for restructuring of the institute	JCC board	JCC	07/22	10/22
1.2.2. Appoint technical staff of JCC core at headquarters and in field offices	JCC (GM)	Civil Service Bureau	07/23	9/23
1.2.3. Train the technical staff of JCC core	Relevant training institute	ILO	07/23	09/23
1.2.4. Establish a computerized statistical database of the Jordanian cooperative movement	Specialized Jordanian company/ local experts/DOS	JCC, ILO	01/22	04/22
Output 1.3. Cooperative unions				
1.3.1. Carry out a feasibility study for the establishment of five sectoral cooperative movement	JCC	National consultant	01/23	03/23
1.3.2. Carry out a feasibility study for the establishment of three regional cooperative unions	JCC	National consultant	01/23	02/23
1.3.3. Organize a national information and consultation campaign covering all primary cooperatives	JCC	Cooperative directorates in the field	04/23	06/23
1.3.4. Hold foundational general assemblies of the newly formed unions	Primary cooperatives	JCC	07/23	09/23
1.3.5. Register new unions	JCC board	JCC	10/23	12/23
1.3.6. Carry out a feasibility study towards the formation of the Jordan General Cooperative Union (JGCU)	Jordanian consultancy firm	Sectoral and regional unions	01/24	03/24
1.3.7. Hold foundational general assembly of the JGCU	Cooperative unions	JCC	04/24	05/24
1.3.8. Register the JGCU	JCC board	JCC	05/24	06/24
1.3.9. Train JGCU staff and board members in cooperative management	CDI	GCU	07/24	09/24

Objective 2. Efficient service infrastructure				
Output 2.1. Cooperative Development Institute revived				
2.1.1. Carry out a CDI feasibility study	National consultant	JCC, ILO, general management institute	09/22	12/22
2.1.2. Determine CDI organizational structure (status, governance, by-laws, staff, job description, budget, work, plan, and so on, and prepare the relevant legal texts)	JCC	National consultant, international consultant	12/22	02/23
2.1.3. Issue charter of CDI	Prime Ministry, JCC	National cooperative law expert, general management institute, JCC board	12/22	06/23
2.1.4. Train CDI personnel in cooperative development strategies	Relevant Jordanian training institution	ILO	07/23	09/23
2.1.5. Develop the institute's first annual training programme	CDI		10/23	10/23
2.1.6. Conclude partnership agreements with cooperative colleges in third countries	CDI, coop colleges abroad	ILO, CDA	06/23	12/23
Output 2.2. Cooperative Development fund operational				
2.2.1. Carry out a CDF feasibility study	National Consultant, JCC	Ministry of Planning, Ministry of Finance, ILO, ACC	10/22	12/22
2.2.2. Determine CDF organizational structure (status, by-laws, staff, job description, budget, work plan, and so on) and prepare the relevant legal texts	JCC, national consultant		12/22	02/23
2.2.3. Issue charter for CDF	Prime Ministry, JCC	National cooperative law expert, Central Bank, Ministry of Finance, Ministry of Planning, JCC board	12/22	06/23
2.2.4. Mobilize CDF's initial capital	JCC	CDF, Ministry of Planning, JGBD, development associates	06/23	12/23
2.2.5. Train CDF personnel	JCC	Central Bank, Ministry of Finance	07/23	12/23
2.2.6. Develop the fund's first annual work programme	JCC	CDF	12/23	12/23
2.2.7. Elaborate the model of operation of CDF risk management facility	JCC	National consultant, CDF	08/23	09/23
Output 2.3. Cooperative auditing department established				
2.3.1. Carry out an CAD feasibility study	JCC	CDI	07/22	08/22
2.3.2. Determine CAD organizational structure (status, by-laws, governance, staff, job descriptions, budget, work plan, and so on)	JCC board, JCC	CDI	01/23	02/23



2.3.3. Issue regulations and charters of CAD	JCC board	JCC	06/23	08/23
2.3.4. Train CAD personnel	JCC	National consultant	07/23	09/23
2.3.5. Carry out a countrywide survey of all registered cooperatives to assess their viability	JCC	Cooperative directorate in the field	01/23	06/23
Objective 3. Autonomous and self-reliant cooperatives				
Output 3.1. Awareness about cooperatives enhanced				
3.1.1. Assess the knowledge about cooperatives among the Jordanian public (baseline)	JCC	ILO, cooperative directorate in the field	09/22	10/22
3.1.2. Adopt ILO Start.Coop and Think.Coop to the Jordanian context	ILO	JCC, CDI, national consultant	05/22	12/22
3.1.3. Prepare textbooks on cooperatives for primary and secondary schools and higher levels	Ministries of Education, higher education	JCC, ILO, specialized Jordanian companies	10/22	08/23
3.1.4. Create a social media channel and a virtual knowledge-sharing platform on cooperatives	Specialized agency or Jordanian company	JCC	06/23	08/23
3.1.5. Design and carry out a countrywide information and popularization campaign on cooperatives	JCC, CDI	Specialized Jordanian firm, JGCU, coop unions, primary coops, radio and TV stations, internet providers, social media	09/23	02/24
3.1.6. Evaluate the impact of the campaign	JCC	CDI	04/24	08/24
Output 3.2. New types and forms of cooperatives				
3.2.1. Identify at least five types of non-traditional cooperatives that are likely to succeed in Jordan	JCC, cooperative unions	CDI, cooperative directorate in the field, ILO, international consultant	06/23	08/23
3.2.2. Prepare promotional material and technical support for untraditional cooperatives	ILO	JCC, primary cooperatives, national consultant	06/23	11/23
3.2.3. Launch a promotional campaign on country level concerning untraditional cooperatives (in conjunction with 3.1.4)	JCC, cooperative unions	Radio and TV stations, CDI	09/23	02/24
3.2.4. Train CDI employees to strengthen untraditional cooperatives	JCC	ILO	09/23	12/23
3.2.5. Organize study tours to countries where untraditional cooperatives are thriving	ILO, ITC-ILO	JCC	01/24	03/24
3.2.6. Strengthen untraditional cooperatives and provide technical and managerial support	JCC, CDI	ILO, development associates	03/24	12/25

Output 3.3. Women, youth, Informal sector and refugee participation enhanced				
3.3.1. Integrate the gender dimension as a key indicator relating to all relevant outputs of the CDS	JCC, JGCU, JNCW	JNCW	01/22	12/25
3.3.2. Empowerment of women being represented in the boards of all primary and secondary cooperatives in proportion to their share in general membership	JCC	JNCW	06/22	12/22
3.3.3. Deploy a special programme for the promotion of women's cooperatives	JCC	JNCW, development associates	01/23	12/23
3.3.4. Include women and youth (aged 30 and below) as a priority target group in activities 3.1.4 and 3.2.3	JGCU, primary cooperatives, JCC, radio and TV stations	INJAZ	09/23	02/24
3.3.5. Ensure that cooperatives are represented in the curricula of primary, secondary and tertiary schools as well as universities	Ministries of Education and Higher Education	JCC	06/23	12/23
3.3.6. Conduct a countrywide survey on organizations in the informal economy	DOS, Ministry of labour	JCC	06/23	09/23
3.3.7. Design a special programme to strengthen, formalize and multiply informal economy organizations	ILO	Ministry of Labour, JCC, International consultant	10/23	04/24
3.3.8. Continue to facilitate the procedures to issue work permits through agricultural cooperatives to refugees	Ministry of Labour, primary cooperatives	ILO, development associates	06/21	12/25

3.4.3 Implementation responsibilities

The implementation responsibilities for the execution of the cooperative development strategy shall be driven by the following principles.

- **Complementarity.** Each involved actor and agency should focus on its particular core mandate, specialized expertise and comparative advantage, thereby developing synergies and complementarities rather than overlaps and redundancies with other actors and agencies.
- **Subsidiarity.** This principle has three dimensions: (i) the State should not take action (except in the areas that fall within its exclusive competence) as long as the cooperative movement, civil society or the private sector are capable of executing that action; (ii) actions should not be taken at the central or national level unless they are more effective than actions taken at governorate or local levels; and (iii) international expertise should be sought only if such expertise is not available in Jordan.

Bearing in mind these principles the following groups of key actors can be distinguished.

- The Jordanian cooperative movement, composed of individual cooperative members, elected committees, primary societies, regional and sectoral cooperative

unions, and the future Jordan General Cooperative Union (JGCU); the cooperative development strategy is designed in such a way that the movement and its components will gradually evolve from being a subject of the strategy into its main driver and implementer. At the end of the strategy period, the cooperative movement should be in a position to design its own 5-year strategic plan without much involvement from government or development partners.

- The Jordanian Government, principally the JCC. The JCC will undergo a profound structural change, with the core JCC remaining as the agency responsible for regulatory functions (registration, liquidation, legal supervision) and statistics, whereas the technical and financial support services will be offered through specialized units under the organizational structure of JCC to three specialized agencies: the CDI, the CDF and the CAD. The representational functions will be taken over by the JGCU. In a long-term perspective, the cooperative movement should be in a position to assume ownership and responsibility of all these entities. Other government authorities involved in the implementation of the strategy include the ministries of Agriculture, Finance, Planning and Education, as well as the Department of Statistics.
- The Jordanian private sector. This includes local consultancy firms or individual consultants, training institutions, survey institutes and suppliers of hardware and software, as required by the implementation plan. In line with the subsidiarity principle, private sector participation will be sought only when the required capacity, expertise and resources are not available from within the cooperative movement and/or relevant state agencies.
- Development partners. This category includes relevant UN agencies such as the ILO, UNDP and FAO, which can contribute international experience and expertise, bilateral agencies such as USAID, GIZ and AFD, as well as relevant development cooperation agencies based in Jordan. These agencies are expected to finance their own interventions and may also contribute (financially and technically) to the establishment of the CDI, the CDF, the CAD and the JGCU. Moreover, international agencies can play a useful role in facilitating partnerships between the Jordanian cooperative movement and movements and agencies from third countries.
- Others. The “miscellaneous” group includes the International Cooperative Alliance (ICA), cooperative capacity-building institutions from around the world, relevant Jordanian and international civil society organizations, the Jordanian social partners, as well as individual international consultants providing highly specialized international expertise.

Ideally, the principal stakeholders and actors should be included in the steering committee that will oversee the implementation of the cooperative development strategy.

3.4.4 Financial Aspects

3.4.4.1 Anticipated expenditures

A detailed estimate of the resources required to implement the cooperative development strategy is provided in the attached Excel workbook, which can be accessed by clicking on the icon:

The two sheets contained in the workbook detail the anticipated expenditures by category (personnel, training and so on; that is, the inputs), and by outcome and objective (the outputs). Two principles underlie the budget estimates.

- The budget contains only the additional costs directly associated with the strategy, for example training of CDI, CDF and CAD staff, consultancy fees, equipment and so forth). The recurrent expenditures of all involved units, including the cooperatives and their unions, are not included in the budget estimate, since they are expected to be financed from the institution’s regular income.
- Consistent with the principle of subsidiarity, and with a view of maintaining cost efficiency, it is anticipated that the newly established units, principally the CDI, the CDF, the CAD and the JGCF, will replace external actors. For example, the feasibility study for the establishment of the CDI would be carried out by a Jordanian consulting firm; the feasibility study for CAD, however, would be carried out by the CDI, which would have become operational by then.

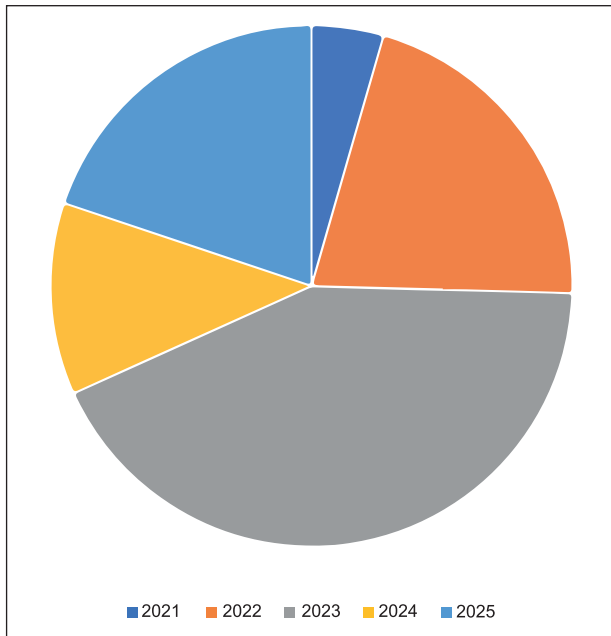


Figure 10. Expenditures by year

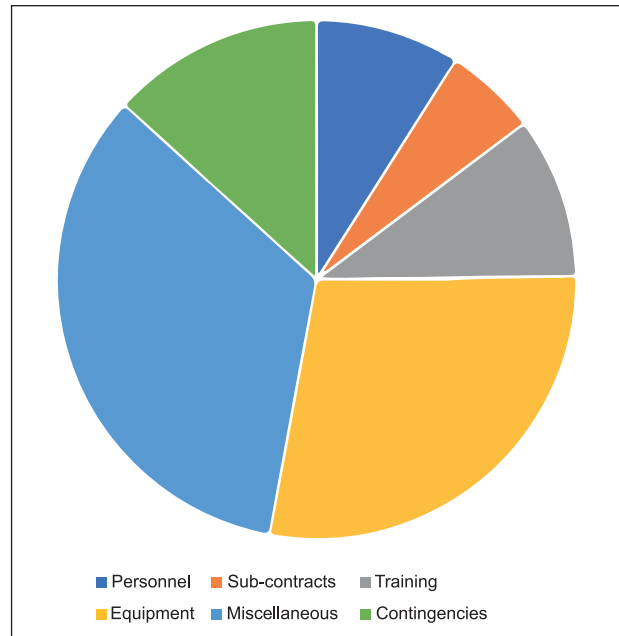


Figure 11. Expenditures by category

Table 9. Expected expenditures by outcome and output (US\$)

Objective	Conducive environment			Cooperative support services			Sustainable cooperatives		
	Cooperative legislation	JCC reform	Cooperative unions	CDI	CDF	CAD	Awareness about cooperatives	New types of cooperatives	Inclusive cooperatives
Outcomes				established					
Amount	391,311	87,741	964,152	242,228	1,271,396	142,431	176,225	78,086	80,247
Percent	11.4%	2.6%	28.1%	7.1%	73.0%	4.1%	5.1%	2.3%	2.3%
Objective	1,443,204 (42.0%)			1,656,056 (48.2%)			334,558 (9.8%)		

Based on these assumptions, figures 10 and 11 and table 9 provide an overview of the expected expenditures by category, year and output. Almost one third of the resource requirements are earmarked for an initial financial contribution to the future Cooperative Development Fund (CDF).

3.4.4.2 Possible funding sources

The operational costs of all institutions involved in the implementation of the cooperative development strategy (from primary cooperatives to government agencies), as well as the additional expenditures caused directly by the strategy, could be covered from four funding sources. In all instances, two basic principles shall be observed.

- The principle of self-reliance, meaning that all regular, operational costs of any institutions should be financed from own income.
- The principle of sustainability, meaning “the capacity to obtain revenues in response to a demand, in order to sustain productive processes at a steady or growing rate to produce results and obtain a surplus.” (IGI Global, 2020)

The four funding sources are: (i) own income; (ii) government contributions, (iii) loans and (iv) development partners’ donations, including UN agencies such as ILO and FAO. The first category, by far the most important, can have different meanings for different institutions.

Table 10. Own income: different actors

Primary cooperative	Cooperative union	JGCU	JCC	CDI	CDF	ACAD
Business operations, member shares	Economic services to primary coops, annual fees	Annual member fees, service fees	Registration fees, audit fees, government allocations	Training and consultancy fees; 2 per cent surplus allocation for training (as per law 18/1997)	Interest earnings	Audit fees

For the time being, only the JCC receives an annual government contribution of 2.1 million dinars, equivalent to 10,000 dinars per JCC employee. As many of these employees will move to the future JCC subsidiary bodies (CDI, CDF, CAD), it would be fair to allocate the proportional share of government subsidies to these bodies. Moreover, it is expected that government would allocate an amount of 1 million dinars (spread over three years) as an initial capital contribution to the CDF.

Cooperatives and unions are free to apply for loans from banks or financial institutions for funds such as MoPIC's Development and Employment Fund. One can expect that these institutions would carry out appropriate studies in order to minimize risks and ensure the full repayment of those loans. The same should hold true for the CDF: CDF loans to cooperatives and unions should be subject to proper business plans and feasibility studies, to avoid the debacle that struck the Jordan Cooperative Bank in the 1990s.

The establishment of the CDF should entail the centralization of donor funding to cooperatives in Jordan. Development partners, instead of according subsidies and grants directly to individual cooperatives, should channel their contributions through the CDF in order to ensure a fair and equitable distribution of grant resources. Moreover, some of Jordan's development partners might be willing to support the present cooperative development strategy through technical and financial assistance. This should be done through the Ministry of Planning and international cooperation.

3.5 MONITORING, EVALUATION AND REVISION ARRANGEMENTS

The implementation of Jordan's cooperative development strategy needs to be monitored at regular intervals, ideally every three months, directly by the JCC board, which comprises the principal stakeholders (cooperative representatives, JCC, Economic and Social Council, and so on). The monitoring process has the following objectives:

- assessing the progress in implementing the cooperative development strategy;
- assisting in the effective management of resources;
- detecting implementation problems so that corrective action can be taken.

The monitoring team will be able to rely on five principal elements of the cooperative development strategy to carry out its review; these are:

- the list of strategic objectives (see p. 43) and their associated outputs;
- the key performance indicators with their baselines and targets (see p. 54);
- the work plan, including the key activities, the roles and responsibilities, and the timelines for each activity (see p. 57);

- the input budget (to monitor expenditures per category) and the output budget (to monitor the costs per operational goal (see p. 64);
- this list of assumptions and risks (see p. 53).

In addition, it is suggested to establish a Monitoring and Evaluation Unit within the JCC which should comprise evaluation experts and would report directly to the JCC board.

Based on its findings, the monitoring team might propose corrective measures or amendments to the strategic plan. Such corrections may be justified if, for example, certain indicator targets, deadlines or assumptions turn out to be unrealistic, or when important changes in the external environment (PESTLE) occur, or when certain cost categories explode. In those cases, the board of directors concerned should discuss and endorse the amendments and revisions.

The input budget of the cooperative development strategy includes two allocations of US\$15,000 each for the execution of a mid-term evaluation at the end of Year 2 of the strategy, and of a final evaluation to be carried out during the second half of 2025. This exercise could be carried as a self-evaluation by the monitoring team (which is less costly, but also less objective) or as an external evaluation by a third party. In both cases, the internationally recognized evaluation criteria should be used [adapted from: (OECD, no date)].

- Relevance: have we been doing the right thing?
- Alignment: how well did the strategy align with broader development frameworks?
- Effectiveness: has the cooperative development strategy achieved its objectives?
- Efficiency: how well have the resources been used?
- Impact: what difference did the implementation of the strategy make?
- Sustainability: will the benefits of the cooperative development strategy last?

4. ACTION PLAN FOR YEAR 1 OF THE STRATEGY (2021)

In order to initiate and accelerate the implementation of the national cooperative development strategy, the following, succinct action plan indicates the activities that the JCC shall carry out during the first year (2021) of the strategy. This includes activities that can be completed during 2021, as well as those planned for later years, but for which preparatory steps can be taken in 2021. The action plan can therefore be considered as a subset of the strategy's implementation plan (see section 3.4.2), and shall contribute to the corporation's strategic objectives, namely:

- to increase the economic, social and cultural level of the cooperators and local communities;
- to promote self-reliance to achieve economic and social benefits for cooperators and focus on the optimal use of resources;
- to disseminate the cooperation culture in the community through the media, by means of communication, and through education and training;
- to develop the regulatory and legislative environment of the cooperative sector and apply the best relevant standards;
- to build the corporation capabilities and enhance its dependence on its resources to be able to carry out its duties towards the cooperative sector optimally (JCC, 2021).

The action plan includes only those activities that fall under the direct responsibility of the JCC. It does not include any activities that are not part of the strategy's implementation plan.

The action plan contains 13 activities¹⁴ to be carried out by, or under the supervision of, various JCC departments. Its overall implementation should be ensured by the JCC General Manager, who would submit an implementation report to the JCC board in January 2022. The cost of implementing the action plan amounts to US\$153,340 (that is, the budget for the first year of the strategy).

14. Out of a total of 60 activities contained in the strategy implementation plan.

Jordan cooperative development strategy: action plan for 2021–2022																	
Outcomes, outputs and key indicator	Implementing actors		Key performance indicator	Timeline		2021–2022											
	Main actor	Supporting actor		Date Start	End	J	F	M	A	M	J	J	A	S	O	N	D
						1	2	3	4	5	6	7	8	9	10	11	12
Objective 1. Conducive environment																	
Output 1.1. Cooperative legislation amended	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
1.1.1. Amend cooperative law No.18/1997	Legal affairs department, authorized committee	International cooperative law expert, national law experts	Amendments becoming effective before 2022	21/06	06/22	-	-	-	-	-	-	-	-	-	-	-	-
1.1.2. Amend charters 36,166 to align with international standards	Legal affairs department, authorized committee	International cooperative law expert, national law experts	Amendments becoming effective before 2022	21/06	06/22	-	-	-	-	-	-	-	-	-	-	-	-
Output 2.1. JCC strengthened	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
1.2.1. Carry out a feasibility study to restructure JCC	JCC general manager, JCC board	JCC, national consultants	Feasibility study endorsed by the JCC board before the end of 2022	07/22	10/22	-	-	-	-	-	-	-	-	-	-	-	-
1.2.4. Establish a computerized statistical database	Jordanian company, or national experts, DOS	JCC, ILO	Sound database by the end of 2022	01/22	04/22	-	-	-	-	-	-	-	-	-	-	-	-
Objective 2. Efficient service infrastructure																	
Output 2.1. Cooperative development institute revived	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Outcomes, outputs and key indicators	Implementing actors		Key performance indicator	Timeline		2021–2022											
				Date	End	J	F	M	A	M	A	M	J	J	A	S	O
	Main actor	Supporting actor		Start	End	1	2	3	4	5	6	7	8	9	10	11	12
2.1.1. Carry out a CDI feasibility study	JCC, ILO	International and national consultant	Feasibility study endorsed by the JCC board before the end of 2022	09/22	12/22	-	-	-	-	-	-	-	-	-	-	-	-
2.1.2. Determine CDI organizational structure (status, governance, by-law, staff ,job description, budget, work plan, and prepare the relevant legal texts	JCC	International and national consultant	CDI organizational structure endorsed by the JCC board before the end of 2022	12/22	06/23	-	-	-	-	-	-	-	-	-	-	-	-
Output 2.2. CDF operations	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
2.2.1. Carry out a CDF feasibility study	JCC, national consultant	Ministries of Finance and Planning, ILO	Feasibility study endorsed by the JCC board before the end of 2022	10/22	12/22	-	-	-	-	-	-	-	-	-	-	-	-
Output 2.3. Establish a unit to monitor, control and audit cooperative accounts and financial statements	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
2.3.1. Launch a feasibility study for ACAD	JCC	CDI	-	07/22	08/22	-	-	-	-	-	-	-	-	-	-	-	-
Objective 3. Autonomous and self-reliant cooperatives																	
Output 3.1. Awareness about cooperatives enhanced	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Outcomes, outputs and key indicators	Implementing actors		Key performance indicator	Timeline		2021-2022																	
				Date Start	Date End	J	F	M	A	M	J	J	A	S	O	N	D						
						1	2	3	4	5	6	7	8	9	10	11	12						
3.1.1. Assess the knowledge about cooperatives among Jordanians (baseline)	JCC	ILO, cooperative directorates in field	Availability of results before 2022	09/22	10/22																		
3.1.2. Adapt Start. Coop, Think. Coop in the Jordanian context	ILO	JCC, CDI, national consultant	Finish adapting before the end of 2022	05/22	12/22																		
Output 3.3. Women, youth, informal sector and refugees participation enhanced	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
3.3.2. Ensure that women are represented in the boards of all primary and secondary cooperatives in proportion to their share in the general membership	JCC	JGCU, JNCW	Percentage of women in cooperative membership and leadership	06/22	12/22																		

5. ANNEXES

5.1 REFERENCES

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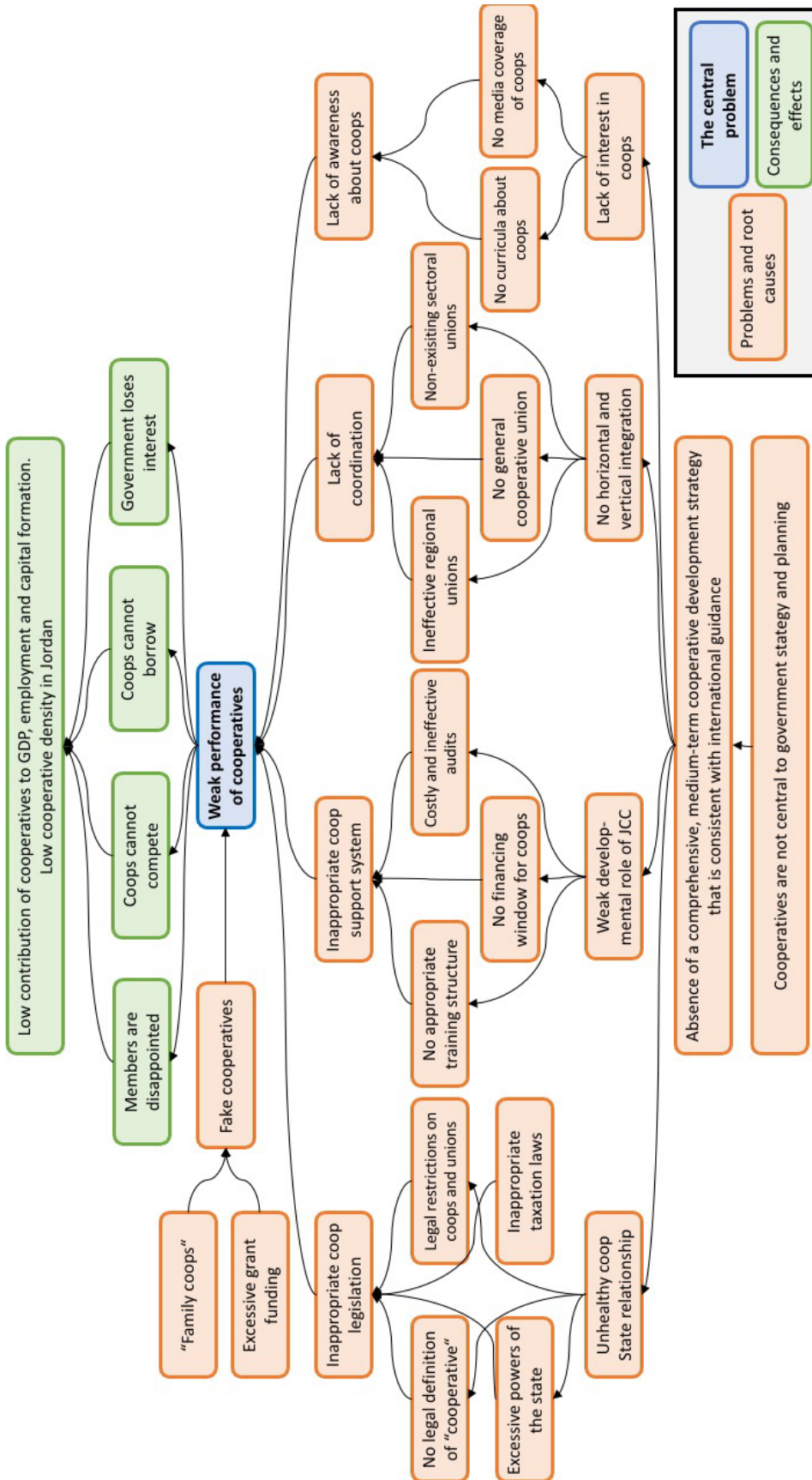
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5.2 THE PROBLEM TREE (CAUSE AND EFFECTS)

Figure 12. Problem tree



5.3 STATISTICS

5.3.1 Evolution of cooperative membership 1972–2019

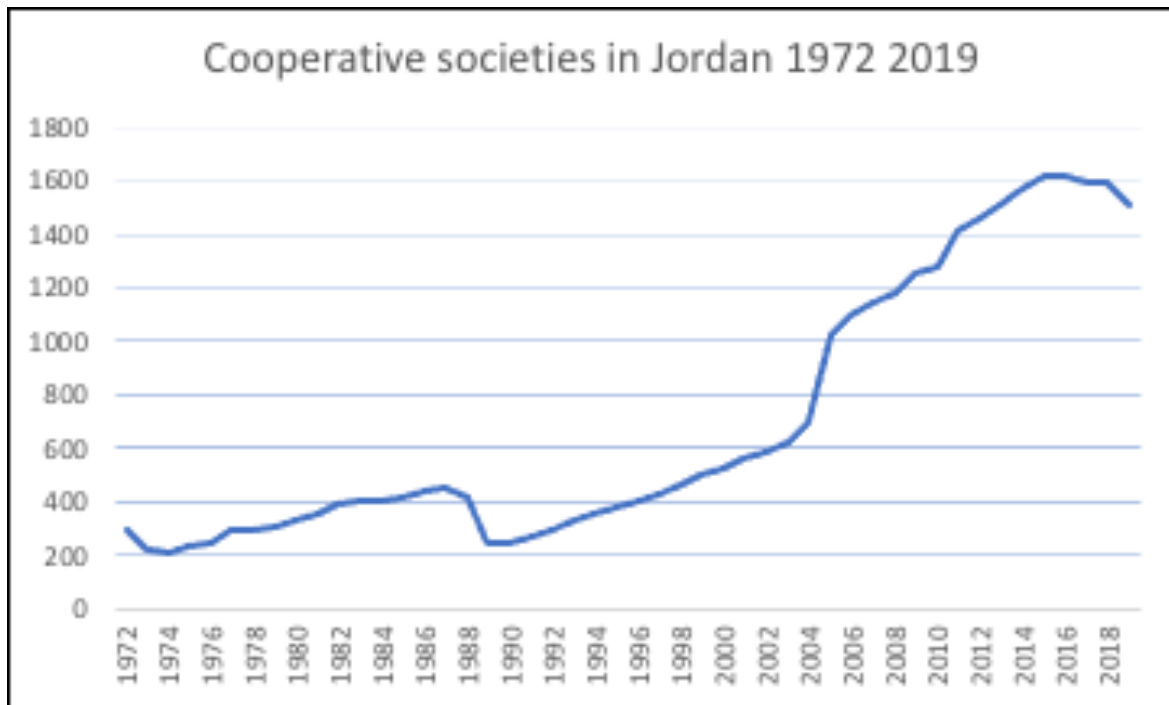
Figure 13. Cooperative members 1972–2019



Source: JCC and Jordan's Statistical Yearbook

5.3.2 Evolution of cooperative societies 1972–2019

Figure 14. Cooperative societies 1972 –2019



Source: JCC and Jordan's Statistical Yearbook

5.3.3 Cooperatives by type and governorate

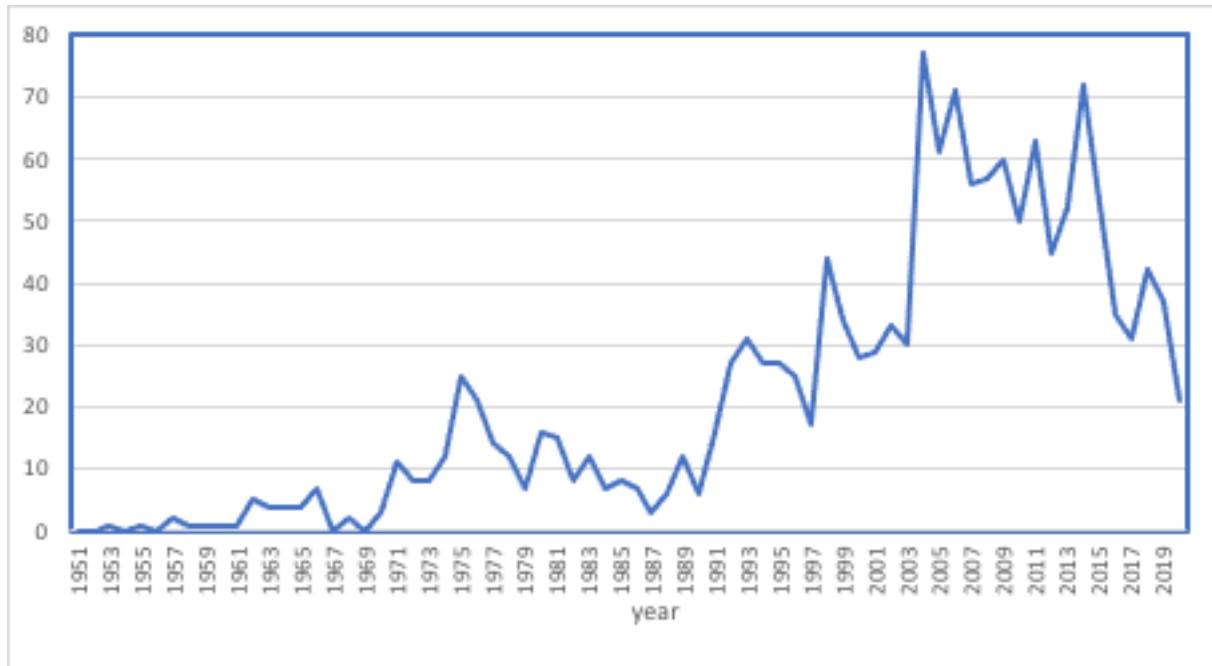
Table 11. Cooperatives by type and governorate (2018)

Governorate	Cooperatives in Jordan (2018)											Total by Governorate	
	Type of cooperative											Coops	Members
	Agriculture	Multi purpose	Mutual-benefit	Housing	Woman empowerment	Consumer	Saving	Tourism	Transport	Culture	Productive		
Amman	13	200	36	115	13	1	4	0	0	1	0	383	43665
Irbid	34	110	10	6	16	2	3	0	0	0	0	181	16048
Zarka	7	43	7	12	3	1	0	0	0	0	0	73	11071
Mafraq	32	92	1	3	3	0	0	0	0	0	0	131	6444
Balqa	46	87	1	16	10	0	2	0	0	0	0	162	10399
Jarash	6	39	1	6	9	0	0	1	0	0	0	62	2885
Ajloun	4	61	3	0	12	0	0	3	0	0	1	84	5300
Madaba	26	68	7	1	5	0	0	0	0	0	0	107	6208
Tafeelh	17	35	0	0	4	1	1	6	0	0	0	64	2771
Karak	51	43	7	4	10	0	2	3	0	0	0	120	9524
Maan	70	44	3	1	11	0	0	9	1	0	0	139	13020
Aqaba	19	45	0	7	4	0	0	11	0	0	0	86	14987
Total by type	325	867	76	171	100	5	12	33	1	1	1	1592	142322
Members by type	24303	66377	16299	21508	4877	1138	2356	5370	50	20	24	142322	

Source: Jordan's Yearbook of Statistics (DoS, 2019)

5.3.4 Number of newly registered cooperatives per year (1953–2020)

Figure 15. Number of newly registered cooperatives per year



5.3.5 Capital held by Jordanian cooperatives

Table 12. Capital held by cooperatives (2018)

Capital held by cooperatives (2018; source: JCC)								
Type	Number		Capital					
	Coop-erative members	Members	Shares		Re-serves	Total	Per coop (JD thou-sands)	Per member (JD)
			Sub-scribed	Paid				
Agriculture	325	24,303	8.47	6.5786	3.3653	9.9440	30.60	1.26
Multipurpose	867	66,377	120.72	37.3945	8.0461	45.4406	52.41	684.58
Mutual benefit	76	16,299	1,173.45	8.3058	27.4646	35.7704	470.66	2,194.64
Housing	171	21,508	7.31	7.1348	1.3716	8.5064	49.75	395.50
Women	100	4,877	2.23	0.9281	0.1147	1.0428	10.43	213.82
Consumer	5	1,138	0.47	1.1289	1.5794	2.7083	541.67	2,379.91
Saving	12	2,356	1.52	1.2287	0.3962	1.6249	135.41	689.68
Tourism	33	5,370	0.80	0.7996	0.1978	0.9974	30.23	185.74
Transport	1	50	0.05	0.0293	0.0000	0.0293	29.29	585.88
Culture	1	20	0.00	0.0013	0.0000	0.0013	1.27	63.55
Productive	1	49	0.03	0.0331	0.0030	0.0362	36.16	737.90
Total	1,592	142,347	1,315.05	63.5627	42.5389	106.1016	66.65	745.37

Source: JCC

5.3.6 Staff of the JCC

Table 13. Staff of the JCC in 2020

Personnel of the JCC (2020)								
Unit	Professional qualification							Total
	PhD	MSc	University diploma	BSc	Comparative diploma	Secondary school	Primary school	
GM office	1	0	0	0	2	1	2	6
Assistant GM office	0	0	0	0	1	0	0	1
Internal control	0	0	0	2	1	0	0	3
Legal affairs	0	1	0	4	0	1	0	6
Financial department	1	1	0	5	1	0	1	9
Department of projects and technical support	0	0	0	3	0	1	0	4
Cooperative Training dept.	0	0	0	4	0	0	0	4
Directorate of Cooperation	0	0	0	8	0	0	2	10
Public relations	0	1	0	2	0	0	0	3
HR and administration	0	1	1	6	6	9	11	34
Total headquarters	2	4	1	34	11	12	16	80
Amman	0	1	0	6	0	0	4	11
Balqa	0	2	0	5	1	3	2	13
Zarka	0	0	0	5	0	1	1	7
Madaba	0	0	1	5	0	1	2	9
Karak	0	3	0	3	0	0	5	11
Tafeleh	0	1	0	4	2	0	2	9
Maan	0	0	0	2	3	0	2	7
Aqaba	0	1	0	2	3	0	1	7
Irbid	0	1	0	5	2	1	1	10
Jarash	1	0	0	2	1	2	3	9
Ajloun	0	2	0	3	4	1	1	11
Mafraq	0	1	0	3	1	0	3	8
Irbid machinery station	0	0	0	2	1	0	4	7
Madaba machinery station	0	0	0	1	0	2	4	7
Total governorates	1	12	1	48	18	11	35	126
Grand total	3	16	2	82	29	23	51	206

Source: JCC

5.4 MINISTRIES AND INSTITUTIONS INVOLVED IN THE COOPERATIVE SECTOR

Table 14. Ministries and institutions involved in the cooperative sector

Government agencies	Non-governmental institutions	Multi and bilateral organizations
Ministry of Water and Irrigation	The Jordanian Hashemite Fund for Human Development	United Nations Development Programme (UNDP)
Ministry of Planning and International Cooperation	Jordan River Foundation	Food and Agriculture Organization (FAO)
Department of Statistics	Lending Fund for Women	World Food Programme (WFP)
Ministry of Labour	Association of Traders and Exporters of Fruit and Vegetables	International Fund for Agricultural Development (IFAD)
Development and Employment Fund	Specialized professional associations	International Labour Organization (ILO)
Ministry of Industry and Trade	Agricultural Engineers Association	United Nations Industrial Development Organization (UNIDO)
Jordan Institution for Standards and Metrology	Association of Fruit and Vegetables Traders	Arab Organization for Agricultural Development
Ministry of the Environment	Chambers of Commerce	International Cooperative Alliance (ICA)
Ministry of Finance	Association for Consumer Protection	USAID (United States)
Food and Drug Administration	Association of Agricultural Suppliers	KOICA (Korea)
Ministry of Agriculture	General Union of Jordanian Farmers	JICA (Japan)
Agricultural Credit Corporation	JNCW	GIZ (Germany)
NARC		AECID (Spain)
Jordanian Cooperative Corporation		Mercy Corps
Ministry of Local Administration		ACTD
Hashemite Fund for Badia Development		CARDNY

The strategy was developed with technical and financial support from the ILO in Jordan, under [PROSPECTS](#), a programme spearheaded by the Government of the Netherlands, and in close collaboration with the [ILO's Global Cooperatives Unit \(COOP\)](#).

PROSPECTS is a four-year global partnership between the Netherlands, the ILO, the International Finance Corporation (IFC), the UN Refugee Agency (UNHCR), the UN Children's Fund (UNICEF) and the World Bank, which operates in eight countries across the East and the Horn of Africa and the Middle East to support education, employment and protection in the context of forced displacement.

Through PROSPECTS Jordan, the five partners aim to leverage their comparative advantages and areas of expertise to programme complementary and interdependent interventions around three key thematic areas: employment, education and protection. Through an in-depth theory of change process, the combined efforts of the organizations will endeavour to bolster the medium- and longer-term development goals in line with Jordan's national plans.

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