

## **Terms of Reference: National legal consultant to support the Jordan Cooperative Corporation (JCC) in Legislative reform**

### **BACKGROUND**

Jordan's cooperative movement, formally initiated in 1952, has undergone multiple institutional reforms, impacting its growth and effectiveness. Today, the sector comprises approximately 1,449 cooperatives with over 128,000 members (2024), primarily in agriculture and multi-purpose activities. The Jordan Cooperative Corporation (JCC), established in 1997 as the apex regulatory and developmental body, has a mandate to elevate the economic and social standing of cooperators, disseminate cooperative culture, and develop a supportive legislative environment.

Despite its potential, the sector faces systemic challenges: an outdated regulatory framework, limited funding sources, low public awareness, marginalization in national economic policy, and overlapping mandates with other institutions. These constraints hinder cooperatives from fully realizing their role as engines for inclusive economic growth, decent work, and social cohesion—particularly vital in a country hosting a large refugee population.

The ILO, under the multi-agency PROSPECTS Partnership funded by the Government of the Netherlands, works to improve the lives of forcibly displaced persons and host communities. In Jordan, a key objective is to strengthen the cooperative ecosystem as a vehicle for economic inclusion, decent job creation, and social protection.

A cornerstone of this collaboration was the joint development of Jordan's National Cooperative Strategy (NCS) 2021-2025, which set a clear roadmap for sector development. Under the NCS, significant progress has been made in:

**Legislative Reform** (Output 1.1): With ILO technical support, JCC led a participatory process to amend the Cooperative Law No. 18 of 1997, aligning it with international standards (ILO Recommendation No. 193, ICA principles). The amended law was approved by Parliament in May 2025. The revision of two critical implementing bylaws (Cooperative Societies Bylaw and Cooperative Federation Bylaw) is now the **priority**.

**Institutional Development** (Output 2.3): The government has approved the establishment of a Cooperative Development Institute (CDI) and a Cooperative Development Fund (CDF) within JCC, structures designed to ensure sustained capacity building and financial access for cooperatives.

**Capacity Building:** Between 2019-2021, the ILO built JCC's foundational training capacity through Training of Trainers (ToT) on its flagship tools Think.Coop, Start.Coop, and My.Coop, followed by coaching. This enabled a core group of JCC trainers to begin independent delivery.

To institutionalize this progress and ensure sustainability, JCC and the ILO signed a **Memorandum of Understanding (MoU)** in May 2025, endorsed by the Jordanian Cabinet and JCC's Board of Directors. This MoU formalizes the integration of ILO tools into JCC's permanent training programmes. JCC has further demonstrated commitment by pledging to allocate annual financial resources for continued training. The JCC also issued a letter to the ILO stating that financial resources will be allocated on a yearly basis for the continuation of these trainings to take place independently by the JCC.

## **ILO and JCC Implementation Agreement Scope of Work.**

As per the signed Implementation Agreement between the Jordan Cooperative Corporation (JCC) and the International Labour Organization (ILO), the agreement covers two key areas: **A) Cooperative Legislative Reform** and **B) Institutionalization of ILO Training Tools**. Relevant for the scope of the Legal Consultant's work under this assignment is the Cooperative legislative reform.

The aim of the implementation agreement is to finalize the Legal Enabling Environment and complete the legislative reform cycle the JCC will advocate for an inclusive regulatory framework that addresses the needs of women, youth, and refugees within cooperatives. Building on legal drafts developed with ILO support since 2023, JCC will lead ongoing legislative reform, particularly amendments to the Cooperative Societies Bylaw, the Cooperative Federation Bylaw and ensuring cooperatives' internal governance documents (internal bylaws) comply with the new, inclusive law.

The specific activities under the agreement include:

1. **The formation of a Legal Review Committee** with the aim to revise and finalize proposed amendments to:
  - the Cooperative Societies Bylaw
  - the Cooperative Federation Bylaw
  - the bylaw regulating the Cooperative Development Fund and Cooperative Institute.
2. **To hold a 2-day technical retreat**
  - with key stakeholders (up to 16 participants), including JCC, the Legislation and Opinion Bureau, the Tax Department, and the Economic and Social Council.
  - Developing the retreat Agenda sessions, and facilitate discussions between the attendees and finalize the legal text of the amended bylaws.
3. To engage with relevant public entities to secure final endorsement of the amended bylaws.
  - **To complete the cooperatives' internal governance documents** by revising the internal bylaws in close coordination with the Master trainer, project manager, and ILO focal point. for various cooperative types (agriculture, multipurpose, housing, etc.), to ensure its alignment with the amended national law.
  - Develop a simplified guiding templates for internal bylaws to replace outdated versions.

The JCC is therefore seeking the services of a national **legal consultant** to serve as the key technical expert responsible for providing specialized legal drafting and advisory services to finalize the amendments to Jordan's cooperative bylaws and ensure alignment with international standards and the newly amended Cooperative Law.

## SCOPE OF WORK

The scope of work for the national legal consultant includes the following four key areas of overarching tasks:

**A. Undertaking** expert legal analysis and revision of the legal text amendments drafts to the four key bylaws to the cooperatives law. Ensuring all legal texts of the amendments to the key bylaws comply with Jordanian laws, ILO Recommendation No. 193, and ICA principles. and in line with legal text drafting used nationally i.e. Legislation and Opinion Bureau.

**B.** Providing expert legal analysis and drafting of the legal text amendments to the cooperative's internal bylaws.

**C. Technical Facilitation:** lead the facilitation of the Technical Retreat to finalize legal texts, Including collecting feedback from participants

## KEY OBJECTIVES AND RESPONSIBILITIES

### 1. Review and Draft national bylaws

- Provide a comprehensive drafting recommendations and revised legal texts (in Arabic) of the following four draft amended bylaws:
  1. Cooperative Societies Bylaw
  2. Cooperative Federation Bylaw
  3. Bylaw for the Cooperative Development Fund (CDF)
  4. Bylaw for the Cooperative Development Institute (CDI).
- Provide expert legal analysis and drafting of the legal text amendments to the internal bylaws for various cooperative types (agriculture, multipurpose, housing, etc.).
- Ensure alignment with the amended Cooperative Law No. 18 of 1997, ILO R.193, international cooperative principles, and the national laws.

### 2. Facilitation of the technical retreat

- Provide legal facilitation and expert input during discussions on the amended bylaws.
- Incorporate feedback from stakeholders into the final legal texts.

### 3. Legal advisory and finalization of the bylaw revision package

- Provide ongoing legal advice to JCC and the Project Manager throughout the endorsement process.
- Produce comprehensive, clean, final Arabic versions of the four amended bylaws ready for government submission.
- Address any legal queries from the Legislation and Opinion Bureau or other government entities.

## MAIN DELIVERABLES AND TIMEFRAME

The contract duration is expected to be from 1 March 2026 to 31 December 2026.

Deliverables	Indicative deadline
<b>Deliverable 1 - Regulation reform:</b> Detailed review and proposed revisions for the four amended bylaws. (in Arabic)	March February 2026

<b>Deliverable 2 - Participation in Technical Retreat:</b> Active participation and facilitation. And submit Clean, final Arabic versions of the four amended bylaws (in Arabic). Final amended text of the four bylaws	End of March 2026
<b>Deliverable 3 - Internal Bylaw Revision Package</b> Final set of revised internal bylaw templates and simplified guiding templates (in Arabic) for various types of cooperatives (e.g., agriculture, multipurpose, housing) submitted to JCC. developed in coordination with the project manager and the legal committee.	15 May 2026
<b>Deliverable 5 - JCC Regulations instructions:</b> Clean, final Arabic versions of the legal instructions issued by the JCC related to the implementation of the four bylaws	20 May 2026
<b>Deliverable6 - Legal Advisory Report:</b> Summary of work and recommendations for endorsement process (in English and Arabic)	15 June 2026

## REQUIRED QUALIFICATIONS

- **Education:** University degree in Law. Specialization in commercial, cooperative, or comparative law preferred.
- **Experience:**
  - Minimum of 6 years of professional legal drafting experience, specifically with Jordanian legislation.
  - Proven experience in legislative reform and drafting bylaws/regulations for government entities.
  - knowledge of ILO R.193 and international cooperative principles. Would be an advantage
  - Previous work experience with Jordanian government institutions (e.g., Legislation and Opinion Bureau) is a strong asset.
- **Skills and languages:**
  - Native-level fluency in Arabic (written and spoken) for legal drafting is essential.
  - Professional proficiency in English.
  - Excellent analytical, drafting, and facilitation skills.

## PAYMENTS PROCESS

payments will be processed upon reception of related deliverables to the satisfaction of the JCC based on actual working days of each deliverable

## SUBMISSION PROCESS

**The consultant must submit the proposed offer, entitled “Technical Proposal” and “Financial Proposals,” in two separate digital files**

The two folders are to comprise of:

**1. Technical Proposal that includes:**

- a) A Cover Letter outlining the consultant's motivation for applying and relevant prior experience**
- b) CV including 3 references that must be prior supervisors**
- c) A Technical proposal which clearly outlines the methodology to undertake the assignment.**

**2. Financial Proposal**

- a) Consultant to provide daily rate in **JOD**
- b) number working days for each deliverable/activity
- c) Consultant to provide on **separate budget lines** transportation costs, and any other related expenses.

The two digital folders are to be saved in one digital folder (zipped) with the title saved as the full name of the bidder, followed by the project title "LEGAL CONSULTANT/JCC"

The consultant must submit to HRJcc@jcc.gov.jo with the same subject title, "LEGAL CONSULTANT /JCC".

The **deadline for submission is Sunday 15<sup>th</sup> February 2026 at 11:59 PM.**

**The proposals will be evaluated according to the criteria described below:**

Item	Percentage
<b>Relevant prior experience with evidence of previous work</b>	70%
<b>Financial offer</b>	30%
<b>Total</b>	100%