

Strategies of Reducing Poverty in Jordan

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Abstract

This study aimed at identifying the proposed strategies and policies of the Jordanian government in order to reduce poverty in Jordan for recognizing overlaps in legislation, programs and projects of public and private institutions, which are working directly in the field of poverty in Jordan, and identifying the goals of governmental and private institutions.

The study is consisted of all official and non-official institutions working directly in the field of poverty, and also shows the lack of variable strategies and policies for reducing poverty, and finally in the light of the study findings, the researcher recommends a number of recommendations.

1.1 Introduction

Investigating social welfare is a common responsibility; is a demand for all social classes, several institutions such as associations and civil organization, and also ministries, governmental and official institutions to achieve social welfare for citizens. Appearing duplications, repetition, sometimes opposes and inconsistencies in its work, which led for wasting of resources and few capacities, and in perspective of the importance of achieving economic and social welfare; the Kingdom has invested a large part of its resources to provide the basic needs of citizens, and raise standard living.

The phenomena of poverty is one of phenomena's that define the general features of any economy of other countries, it's a common Phenomenon in all countries ,whether its advanced or backward ,a familiar issue in terms of economic and social Phenomena for all people ,civilizations and societies in all ages. The phenomena of poverty is multifaceted and deep-rooted and the variety of concepts depending on societies and cultures. However, it means only one thing for those who suffer from; a deprivation either economic disadvantage or a deprivation of opportunities for living freely with respect.

Jordan Suffering from many economic problems since 1983 resulting of the low price of oil , which led to a decline of Arab support to Jordan and reducing the external employment of Jordan.

It also resulted in the developing of the economic recession that has prevailed in the region, the eighties century showed that on one hand the reducing of national income. On other hand the decline of Jordanian dinar value which was the reason of the low rate of Jordanian individual income and increasing the phenomena of poverty in all over the kingdom which caused a gap between poor and rich in all over the kingdom, with the relative difference from one country to another.

1.2 Problem and questions of the study

Despite of the significant improvement that has occurred on indicators of poverty since 1997, the rate of poverty is still high, as (14.4%) of Jordanians live below the poverty line in 2012.

National agenda and the (We are All Jordan) document has indicated the effective way of reducing poverty in Jordan by coordinating of all parts of working in field of facing poverty in public, private and the voluntary sectors. Expectations of the national agenda through its strategies seeking in reducing the poverty rate to reach 10% in 2017, so national agenda and (We are All Jordan) document agreed on a group of challenges that are facing the efforts to combat poverty; they are:

The Lack of coordination between institutions working for this field, the need for accurate and updated information constantly about poverty in Jordan, the presence of a defect in the targeting ways in some programs, weakness of the following up and evaluation of programs and projects which aimed at combating poverty and unemployment, and coordination and participation by partners in making plans and strategies which aimed at combating poverty and unemployment.

Defining the rules of institutions working in field of poverty contribute reducing waste of resources, capabilities and overlap between the institutions. Standing at intersections and overlaps between institutions in field of poverty is a great importance in order to achieve optimal targeting of the poor on one hand on other hand to prevent duplication and waste of resources.

Focusing on integrative role of public institutions directly in field of poverty, one of the most important ways to get rid of poverty, and according to the goal of this study, it will answer the following questions:

1. What are the programs and services that offered by the public and private institutions directly in the field of poverty?
2. What are the partial and total objectives and tasks of the public and private institutions directly in the field of poverty?

3. What are the difficulties and challenges faced by public and private organizations?
4. What are the extents of diversity programs and services offered in the social solidarity institutions of Jordan?

1.3 Study Objectives

The study aimed at:

1. Identifying overlaps and redundancy of the intersection and legislation programs and projects of public and private institutions in the field of poverty, by suggesting appropriate solutions and actions to activate the performance in reducing poverty.
2. Recognizing the goals and tasks of governmental institutions which are working directly in the field of poverty.
3. Identifying the programs and services provided by governmental institutions which are working directly in the field of poverty.
4. Identifying the aspects and fields of overlaps and redundancy, and the intersection between the programs and services for public organizations which are working directly in the field of poverty.
5. Setting up the non-intersecting and non-overlapping goals, services and programs that are between public organizations which are working directly in the field of poverty.
6. Identifying methods of activation and integration of the partnership between the public sector organizations which working directly in field of poverty, away from the intersection and duplication and overlap.

1.4 Methods and Procedures

1.4.1 Study population and study sample

The study population and the study sample include all formal and informal institutions which are working directly in the field of poverty in Jordan.

1.4.2 Methodology

Scientific approaches that is capable of measuring the impact, achievements, analysis roles, intersections quality and quantity. And everything related to the institutions such as: participatory research, structural interviews and analyzing the fundamental institutions. So that, the study covers the roles and intersections of governmental institutions which are working for reducing the phenomena of poverty by strategies, policies, legislation, activities and events, goals and tasks, plans and programs, sectorial references, data, the geographical distance and inclusiveness, difficulties and challenges, sources of funding, coordination with partners, and follow-up and evaluation, are the data sources, as the data analyzed in this study has been collected through documents and published studies.

1.5 Strategies and policies for reducing poverty

Polices of poverty start developing as strategies in the end of the eighties, developing in the nineties and in the beginning of the third millennium including overall policies; It is directed to all citizens including poor and non-poor people.

Sectorial policies / partial: targeting a specific category such as the poor and cumbered macro and sectorial policies scattered over five themes in order to contribute the alleviation of poverty.

1.5.1 Study Discussions

There are many strategies and polices in the field of general administration and good governance, social protection and welfare, social assistance network, also in the development of human resources and economic development, participation approaches, as the strategies and polices standing against poverty based on five areas:

1. General administration: General administration has many fields of the oriented intervention in facing poverty starting from democracy, transparency, and the applying the laws and regulations fairly.
2. Partnership between the three sectors: Emphasizing that, participation does not mean only participation of citizens, but to achieve the three governmental sectors, the private sector and civil society for being poles, must cooperate to create a partnership with each other to achieve the anti-poverty efforts.
3. Establishment process: For preparing or developing individuals, institutions and poor communities which usually lack capacities and skills to be aware of the surrounding dynamics power, and helping at developing them to be able to control their lives and increase their productivity.

4. Social protection: These policies are expensive and less useful as a means to sustain reliable in facing poverty and through this context interventions polices so these cases serving food poverty more than others, where no other sources depending on. It is field of reducing of famine and suffering, as in aid funds and programs of the traditional social solidarity.
5. Human resources: Social policies that specialize in human resources development and improvement, dealing with intervention, directed to human capital-investment primarily (education, training and awareness-raising) raise the empowerment of the ability of poor people to gain more development, increasing the productivity, as social services have an effective influence in productivity and employment by investment.

The experience of other countries has shown that there is no contradiction between social investments and achieving greater economic growth. The most important fields are the following:

1. Education and training field: related to education and training in all national economic sectors and the conditions of the community, it's also a key of social progress looks at the large positive contribution to this field in the alleviation of poverty through policies and procedures.
2. Population policy field: population growing leads to make increasing dependency rate which reflected aggravation of poverty in large communities that increase the population growing on economic development where high birth a low death rate.
3. Economic development field: These polices depend on giving the poor more job opportunities and productive assets, which is the sustainable way for getting rid of poverty , By raising the level of individual's income and productivity .the most effective themes and policies to alleviate poverty and unemployment, it's also the development capacities by raising the rate of economic development accelerating the development, which the way of increasing gross domestic product growth, individual's income and services .
4. Maintenance of stability and economic development: achieving the economic stability by the objective of government in maintaining inflation rate at an acceptable level .expecting that the achieving of economic stability, resulting an increasing in the growth rate and individual right of the national income. That leads to increase the employment and a decrease in the unemployment rate.

1.5.1 Monetary Policy

Working at providing the finance of projects that help the poor, as establishment of the social assistance funds, including employment, National Assistance, Alzakah and other public and private lending funds

1.5.2 Developing the Capacity of the Government

The process of reforming the civil service represents as a cornerstone (essence way) in facing poverty since improving the performance of government agencies to stay away from corruption and cronyism and central represents a major step in the direction of providing the right climate for investment and reform.

1.5.3 Achieving a Fair Distribution of Income

These strategies aimed at reducing income inequality as complementary way to the process of increasing the rate of developing in facing poverty or against poverty and unemployment, an achieving of these strategies, it is necessary to take a number of policies and procedures in fields of taxation, social services, and wages (renting).

1.5.4 Empowerment and Participation

Empowerment and participation are regarded as an important field in developing and empowering poor, also to plant self-confidence inside them in their local societies, in order to decrease poverty and provide sustainable living for them. In addition to increase productivity, work priorities and stop the transmission of poverty and unemployment through generations, if he has capacity and participation, he will become more able to decrease his poverty from being a spectator.

As shown above, there are great similarities between the institutions of social solidarity in terms of the programs that are provided to beneficiaries; clearly obvious most of the institutions of social solidarity are providing social service programs, such as:

Programs specialized in health care of orphans and handicaps (21) institution; special programs (loans productive projects, institutional capacity, empowerment of women) (20) institution; while there is only one institution offers special programs loans commercial housing ; due to the expensive coast and long time for such programs comparing with other programs and the lack of variety in the programs offered by the same institution as the number of programs, ranging from (1-6) programs, just one institution offers (6) programs which are the

most variety between institutions of social solidarity in Jordan, while other (45) institutions provide only one program, indicating to the lack of interest of variable strategies and programs are offered by the institutions of social solidarity in Jordan.

1.6 Results and Recommendations

Depending at the study of all available sources as publications, Web sites, and official reports published about the surveyed institutions, at the end, the study found the following conclusions and recommendations:

First, intersections and repetition: the intersection in field of legislation: shows that each institution or a special system of law governs the work, not in theoretical side with any applicable laws to (of) other institutions, except of aid programs provided by the National monetary support Funds and the Zakat Fund. Although Zakah Fund Services are limited for specific groups in Islamic law, there is an intersection between Development and Employment Fund, and the Agricultural Credit Corporation for providing productivity loans, with the institution that provides loans for projects in agricultural productivity only. Whereas the intersection of policies filed, the Ministry of Social Development intersects with monetary support fund of indirect monetary support policies, in-kind assistance of some types of clothing and furniture. The Ministry of Development also intersects with the Ministry of International Planning and Cooperation in supporting charities and productivity programs, with the Zakat Fund in the field of / indirect in-kind support, and with the institution of Housing and Urban Development in the field of housing the poor. While Development and Employment Fund intersects with the lending institution in supporting agricultural programs and lending productivity and productive families; demonstrating the absence of a unified national policy and the central policies which unite and prevent duplication and inconsistency. The intersection of programs and projects: the intersection of this filed is the most prominent and the most common one, which shows the types of programs and projects that happen, including the intersection. About the intersection of tasks and goals according to legislation: As we explained previously in the axis of the legislation, the goals and tasks set out in the legislation, they do not interrupt and do not generally overlap between the two funds with the exception of national monetary support fund and Zakat.

The intersection of the center of plans and programs: all ministries and institutions have their own plans and correspond with these plans and include programs and projects through the national agenda and (We are All Jordan) document, showing the presence of the integration of theory, because the executive program of the national agenda and (We are All Jordan) document are a national program for governmental official strategies.

Sectorial references: All of these ministries and departments are fully governmental departments and government-referenced standardized, based on the laws and regulations in force in the Kingdom, and this type of integration and administrative.

Second, general results: After reviewing the reports of ministries and institutions in this study, in addition to the studies reports and the international research group has been reached to the following results:

The findings of this study and its results which previously mentioned, demonstrate the existence of the phenomenon of duplication and intersection, resulting waste in material and human resources and loss the time on trying to fix it without delay which leading to exacerbate the negatives, some of the literature, research and studies that have been prepared in the Hashemite Kingdom, which addressed the issue of poverty. Noted that it was considered the poor in one-sided look, focusing on material dimension as main reason of poverty, but the perception of unilateralism look confined mostly to access the accurate determination of the causes of poverty. It's more useful to look for multi-faceted sides of poor which means realizing the problems surrounding the poor, not only shortage of material, as an evidence of participatory dimension in access to the concept of poverty. And comprehensive vision of poverty helps policy makers to fix and combat poverty in developing of inclusiveness plans in term of enforceability to measure the impact of programs and projects, the need for a central point unites the concepts and implications used in field of social protection, which is one of the essentials needs in the current period.

In addition, and to complete the lack of data which related to poverty and geographical distribution, socio-economic characteristics of the districts and communities of the Kingdom and where they are, in order to follow the poor especially those who have no access to services through the demographic and geographic and social, descriptions and services help in targeting areas and groups with high rates of poverty. There is no disagreement and conflict between these institutions and the lack of complementary sectorial data by specialized service institutions such as the Ministry of Education related to education of poor, and the Ministry of Health regarding to health care data for the poor and housing data to housing them.

Weak coordination and integration between the institutions and organizations working in field of social solidarity and fight against poverty at the level of setting goals, Despite of the existence of the Coordination Commission for Social Solidarity entrusted by legislation as a coordinating tool for this sector and weak planning, implementation and following-up at the local level, because there is a gap between the process of program and project planning, so starting the implementation some of these projects were late, leading to duplication and waste of resources and capabilities, and the weakness of the periodic evaluation of the sources and uses of funds for facing poverty.

It also has been mainly provided monetary support by the National monetary support fund also Zakat Fund provide cash support for families to a lesser extent, and this requires more coordination between the two funds, in order to prevent repetition and duplication of programs, and the weakness of the adoption of granting cash support fund on the electronic database, the National Aid Fund is still depended on paper forms that filled by the one who asks about help which undermines the credibility of the provided data, the weakness of follow-up process for productive projects in order to make sure that he was exploiting the loan for the purposes intended neither only financial follow up nor to adopt the index repayment as the success of the loan.

There are also no clear mechanism for targeting the poor in pockets of poverty, no clear standards regarding the identification of the target class of the poor and poverty levels, the Weak attention of preparing of economic feasibility studies for some projects and the absence ones, also the weakness of popular participation in planning for projects and programs aimed at combating poverty and unemployment, the limited and weak education programs and raising awareness of the value of work particularly among women and workers' rights and the relevant laws, reducing of consumption patterns which are not suitable for citizens' income by focusing on family upgrading in order to enhance the value of work. productivity and self and self-reliance, limited and weak education and awareness programs for members of society through the importance of productive role of women, since it has an effectiveness on developing the women and her family socially healthy and economically. through Skipping the problem of low community participation witnessed by the specific institutions of poor programs weak harmonization of some productive projects with the needs of the local community, which did not observe the actual the market need, the quality of local resources, the number of jobs provided by the project and the presence of competitors in the market, especially from the private sector, in addition to the ability of marketing the products of these projects. Targeting the projects of the study designed to combat poverty in the pockets. The ownership of participatory productive projects implemented in those areas which do not accrue to workers in these projects or the local community, but to devolve community representatives and members of the association and they are not necessarily to be poor.

Resulting through groups of similar services provided by specific institutions which concerned with social interdependence which means there is a duplication in the provision of these services for each beneficiary whether on the level of the individual / organization or Assembly. After reviewing the purpose and tasks of the coordinating entity for social solidarity, finding that the authority on the one hand based on the coordination between institutions working in field of social solidarity and not in relation to its services, on the other hand that the objective and tasks of coordinating entity in the forming policies, strategies and comprehensive study programs of institutions working in field of social solidarity and the following -up does not depend on surveys, but rather depends on the specific database and clear from the relevant institutions working in field of social work or contributing in this work based on the national number. an urgent need for the existence of a central working to coordinate the efforts of social protection in all aspects, work to prevent duplication and waste of resources and facilities, and seeking to integrate efforts to achieve national goals.

1.6.1 Recommendations

Emphasizing what was mentioned in the national agenda and (We are All Jordan) document, as a necessity in forming a national council for development and facing poverty, emerging a specialized unit dealing with the development of database for statistics information, studies of poverty and the poor. It's also the available updated services and opportunities and made it available to the public and to monitor and analyze phenomenon of poverty developments in Jordan, preparing detailed studies aimed at developing a clear understanding of the causes of poverty and mobility and its properties, publishing annually a poverty report to assist in measuring the developments and achievements in order to contribute policy-making and design programs to fix problem roots and meet it according to approach to be the foundation and the first reference in providing decision-makers and the public with scientific and practical information to reduce this phenomenon.

In addition to assuming the task of preparing a comprehensive strategy aimed at building an effective social safety network, coordinating with non-governmental organizations concerned with issues in the facing (against) poverty, the government has tried implementing this initiative through the establishment of the Coordination Commission for Social Solidarity, and most of the tasks entrusted to the Authority which mentioned above.

This Authority working at achieving this initiative through a variety of programs and projects such as the modernization project of the national database for social solidarity, and coordination program gave effect to programs and projects contained within the strategy to combat poverty through local development to coordinate efforts to combat poverty in poor pockets and the establishing of an early warning system of social, is also working on updating the national strategy to combat poverty.

the need of stopping the intersections, duplication and redundancy in fields of which the study about or mentioned, and the presence of an official centralized is responsible about it, in order to avoid duplication, waste of resources and capabilities, Becoming responsible for the task of putting overall national strategy, plans and programs for the coordination mechanism, it is necessary to assign a corporate mandated to formally and legislative development of a national strategy for poverty and coordinate the efforts of organizations working in the sector of social solidarity, facing poverty and evaluation, the need for this role and vacuum still exist, emphasizing at the importance of it through the national agenda that has been prepared by coordinating entity for social solidarity formerly study showing intersections between institutions which working in field of social solidarity and facing poverty emphasizing at the absence of conflict or similarity of the role played by the coordinating entity for social solidarity and other institutions which working in this sector.

activating the electronic link with the all staff which working in field of combating and combating processing poverty and promoting social solidarity as Mutual base and Data Bank in order to achieve immediate coordination at the level of decentralization of implementation,

collecting consistent data by studying and analyzing it in order to adopt for estimating poverty indicators annual periodically or semi-annual, so through poverty indicators published periodically and the same methodology an state apparatus of monitoring and evaluation of programs of economic and social efforts to possibly control poverty, and coordinating the efforts of internal funding (Ministry of Finance, Ministry of planning and International Cooperation, Ministry of Social Development, the Ministry of Awqaf, development and Employment Fund, the private sector and the civil and voluntary) and external (agencies funded such as AID. EU. JICA. etc.) to ensure non-duplication and waste of resources.

Adopting the principle of centralized planning and policy at the level of the Kingdom and the decentralization of implementation for all devices operating directly facing poverty and promoting social cohesion by ensuring coordination at the level of policy and legislation, stimulating the private sector as a partner and a commitment to the responsibility for social towards the sector of social solidarity and the adoption of the foundations of social responsibility and institutionalized, working at increasing the spread of microfinance services in poor communities, and provide the necessary support for small enterprises and institutions which working in field of microcredit in order to encourage and develop the institutional structure and to improve their performance in providing services development, awareness of the importance of microcredit as an effective tool to combat poverty and mitigation, and to emphasize the importance of the role of the royal initiatives to contribute to the treatment and facing poverty (royal Donations of housing, supporting the poor student, royal helps to provide seats for the children of university of Areas with few opportunities, school bag, winter coat, school nutrition, good parcels of Jordan, health insurance,).

Ensuring the efficiency of the roles of institutions which working in field of social solidarity and in reducing attrition of its resources, suggesting to take over the coordinating entity for social solidarity, or in collaborating with a specialist consultant shall restructure some existing institutions that provide services in field of social solidarity by limiting the type of provided services so that specializes in some fields and evaluate efficiency of the institutional analysis of the strengths and weaknesses of each of them in order to design a special program enhancing institutional capacity, and ensuring the implementation of the policies and mechanisms approved by Trustees of the entity, requiring the reduction of the poverty rate in Jordan through (with) an effective manner, and the presence of obligatory coordination between all actors in facing poverty processing in both the public and private sectors and the voluntary sector, in order to prevent fragmentation of efforts, and requires the development of social policies for the transition from the concept of social welfare to the concept of social

development and enhance productivity, The need to develop a clear understanding of the fundamental causes of poverty and its properties, in order to target the poor . to su up the recommendations , there is a need for a systematic and effective mechanisms to stop the cases of the intersection, duplication and redundancy between institutions working in field of social solidarity, at the macro level , Mesa-level and local Micro-level. N o development for this need ,ensuring coordination and integration between programs and institutions of social solidarity, but the existence of the development of a legislative and administrative as given to Coordinating authority for Social Solidarity, or any . It is no doubt that the legislative abolition of this situation and administrative independent force as is raised today, will lead to the abolition of the powerful political tool, however, that the government is able to achieve the coordination and complementary efforts working in field of social solidarity within a (unity) single umbrella, so when the problem is solved ,losing a tool and a mechanism was still needed by the sector of social protection and in facing poverty, in order to fill the void time , and achieve complementary roles of planning, coordination and research as well as monitoring , evaluation of programs and projects aimed at combating poverty and promoting social solidarity. This is also in line with the recommendations of the national agenda and (We are All Jordan) document, contributing to the achievement of the Millennium Development Goals in the Kingdom.

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