Chapter Three
Organizational Structure and Functions of Municipalities
CHAPTER THREE

ORGANIZATIONAL STRUCTURE AND FUNCTIONS
OF MUNICIPALITIES

3.1. Introduction

Contemporary states suffer from the increase of burden on governments in offering public services to citizens and increase of the aspirations of the public to have a share in the burden of management and governance with their governments.

In order to overcome that, states have sought to follow the local administration system to give some people the regional public responsibility to provide some services to the public and to be relatively independent from the central government and under its supervision and control.

This system is closer to the systems of local democracy which are characterized by the free choice of the representatives of the people at the local level through elections, which implants people's self-administration, and therefore generates people's interest in and loyalty to their local councils and participation in their activities which cultivate political experience.

Heads of local councils often move to serve on the national level by becoming members of the legislative assemblies in the future¹.

Local administration is a form of administrative decentralization as there are two methods of management applied in the various countries of the world: the central and the decentralized method.

The central method is based on the principle of uniformity and indivisibility; the authority of the final decision is given to an individual or a central board in the capital which supervises the various facilities in the state, both the national and local facilities.

Decentralization is based on the distribution of administrative functions in the state between the central government in the capital, and relatively independent regional bodies operating under the supervision and control of the central government.

The basic idea of regional decentralization (local councils) is that an administrative body is specializes in the affairs of each region most often elected by the people
themselves to be entrusted with providing specific local services that represent their interests as well as the central authority and this is the oldest form visible since the Roman state long ago, what could be called municipal councils, whose formation aimed to mitigate the heavy burden on the central authorities and at the same time give citizens the opportunity to elect their representatives at the local level. France was influenced by this system after the French Revolution in 1789, in addition to Belgium, the Netherlands, Anglo-Saxon and Socialist states.

Regional decentralization emerges for political considerations related to consolidation of the democratic process, and to promote citizen participation in local governance at the local level.

Utilitarian decentralization or self-interest means the recognition of the moral personality of a facility in the state to be able to manage their affairs freely and tracking the methods that are consistent with the nature of the activity in order to promote administrative efficiency.

Moral personality means: the ability to perform the duties and the enjoyment of the rights. It has an administrative and financial autonomy in relation to the central authority; administrative independence means the body's ability to make administrative decisions that the citizens independently of the central government, but within the limits of supervision and control (administrative custody).

Financial independence is the recognition of the local administration's ability to collect local financial resources in addition to the money they receive from the central government. The body is free to manage their money and their budgets are independent from the general budget.

This type of administrative decentralization appeared by the end of the nineteenth century in the light of the breadth of the state, the development of its role and increase the burden on the authorities, which led to the distribution of administrative functions, especially as there are needs for citizens and projects needed to be managed by specialized administrative bodies which are relatively independent from the government in specific areas of public activity, such as education, transportation, communications and media. This includes administrative governors and directors of departments and presidents of universities.
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Granting local bodies the legal or (moral) person alone is not enough to ensure its independence, but it is necessary to take the election for the formation of all or most of these councils, because the members appointed by the central authority will be subject to it in one way or another, and therefore will not differ from the central government representatives in the provinces like administrators and directors of departments.\(^5\)

There are three ways to form local councils like appointment of all members, and the public have no opportunity to choose their representatives at the local level. The governments justify that saying they want to give importance to administrative considerations at the expense of political considerations to provide members with technical and managerial expertise, and representatives of different segments with loyalty to the central authority as is the case with the states of the Arabian Gulf.

The other way is the election of all members, including the president, as in The United States, Britain, France, Egypt, Morocco, etc. and the election here is by individuals without any exercise of pressure on them by the central authority. The last way is the mixed one, which combines appointment with election, as in Jordan, Iraq, Kuwait, and the Sudan.\(^6\)

Owing to the importance of the municipal councils and their growing role in the life of the society through joint teamwork between all society elements including governmental and private institutions, civil society, the participation of the public in decision-making to identify the needs, put forward strategies and programs for the benefit of the local community, activation of accountability and the development of decision-making process, so as to be able to achieve its goals.

The idea of the study of municipal laws in Jordan (1925-2015) has emerged as an attempt to adapt the laws, regulations and instructions that control the work of the municipal councils, especially because this topic was undercounted in-depth study and specialized search depending on the laws and regulations of Jordan published in the Journal of the Arab East until the end of 1928, then the Official Gazette throughout the study period, all the way to the findings and recommendations to find the flaws and treat them legally; and thus benefit researchers and decision-makers of the issues associated with the lives of the public to serve sustainable development.
The Hashemite Kingdom of Jordan

An Arab country located in the Asian continent and in the Middle East. It is a strategic location and is punishable by many civilizations. The system of government is the hereditary monarchy, and King Abdullah II bin al-Hussein bin Hashim is his property, and the official religion is Islam with some Christian minorities. Population According to the latest statistics is 9.5 million people. It has an area of 91,880 square kilometers. The Council of Ministers consists of the Prime Minister and the ministers of various ministries, including the Ministry of Foreign Affairs, the Ministry of the Interior, the Ministry of Finance, Planning, Antiquities, Municipalities and other ministries.

The Ministry of Municipalities is responsible for all municipalities in the Kingdom.

Jordan is divided administratively into three provinces:

• Northern and Northern Governorates
• The central region and the governorates of the center and the capital Amman
• The southern and southern governorates where we took a sample of the municipal study and the sample of municipalities of the first category of the southern governorates The governorates of the south are Karak, Tafileh, Ma'an, moab, shehan, Aqaba (Free Economic Zone).

The south is the main supplier of local production because of its resources such as phosphate, potash and the port of Aqaba, the only port in Jordan, and at the same time the least fortunate and poorest provinces.
3.1.1. Vision and message and Values of the Ministry and Municipalities

- **Vision of the Ministry of Municipalities**
  
  A leading ministry contributes to the access to local councils that enhance municipal autonomy and enable them to carry out its tasks and duties within the concepts of integrity and good governance.

- **The message of the Ministry of Municipalities**
  
  Support, guide and assist municipalities to reach capable local governance institutions to carry out their own tasks and duties.

- **Vision of Municipalities in Jordan**
  
  A Leading Municipality to make city of Organized, modern, smart, safe, attractive, with a soul, friendly and livable, proud of its heritage and authenticity.

- **The message of Municipalities in Jordan**
  
  To Provide high quality municipal services of excellence focused on the environmental, health, institutional and infrastructure dimensions while maintaining the identity of the City, cultural heritage, Community Development and concern of the human dimension through good planning, optimal investment of resources and building partnerships with stakeholders.

- **Values**

  **E-KIT & DISC**

  1. Commitment to Service Excellence
  2. Learning and Knowledge Transfer
  3. Integrity, Fairness and Transparency
  4. Teamwork
  5. Belief in Change, Development and Continuous Improvement
  6. Ensuring the Participation of Stakeholders
  7. Encouragement of Innovation, Initiative and Creativity

3.2. The beginnings of the Municipal Councils in Jordan

Local government bodies (local councils) appeared in the second half of the nineteenth century, during the time of Ottoman administrative reforms.
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The US Act of 1856, is regarded the basic law in the Ottoman operations of the administrative reform, in addition to the states system, and management of public states which stipulates in Article (111) the formation of municipal councils in each city and county to be headquarters to the governor, provincial governor or district officer, which consists of a chairman, deputy, six members and a number of counselor members, including an engineer and a doctor, in addition to one clerk, a treasurer and as much as needed service. It is a prerequisite that the council members be from different backgrounds and among property and land owners.

The election is held every four years of the members. At the end of the term the election is carried out by consensus and majority in the election association which consists of county centers and councils of neighborhoods chiefs in preparation for the general election, and then they can be appointed after the government authentication.

The membership continuation of membership of the municipal council requires that the candidate should not be convicted of a felony or a misdemeanor, and that he is not already in the military service, the police, the judiciary and prosecutors within the department of municipal administration, and should not be pledging constructions whatsoever of the municipality council. In addition, he should be no less than (20) years old. It is prohibited to appoint a person who is a member of two municipality councils.

The clerk and the treasurer are regarded by law as civil servant and are linked to a significant bail. The council meets twice a week and, if necessary, presided by the chairman of the council or his deputy in his absence, and in the case of their absence the chairmanship of the council will go to the oldest member. The meetings of the council are not held with attendance of less than two-thirds of its members.

The decisions shall be taken by majority and if there is equal voting the party with which the chairman voted will prevail. The chairman and the clerk will be responsible for the municipal council matters including records memoranda administration and control.

The Municipal Council is concerned with overseeing the buildings and interests relevant to water, removal of old buildings, that which suffer from defects in construction, taking the necessary measures to facilitate traffic, transit and transportation measures, keeping cleanliness and decoration of the town, the appropriateness of standards and phrases legally, prices, fire engines and road lighting.
The Council revenues are represented in fees and charges allocated to it by the government and returns from town regulations, fine cash allowed to be collected, subsidies and grants, returns from shops that remain free to mark the expansion of roads and crossings.

The Council expenses are related to roads, crossings, constructions and reconstruction of public utilities and municipal, the residence of the municipal administration and pensions of the government workers and staff and necessary administration expenses\textsuperscript{11}. It also enjoined the municipal council to organize revenue and expenses tables from month to month and send them to the district Board of Directors, and after seeing them they are sent to the Board of Directors of the state.

If accepted they will be endorsed by the state and sent to the municipal council through the provincial governor and the municipal council retains the returned tables to be supportive to it. The Ottoman municipal act for the year 1877 has provided for the formation of a municipal council in every city and county.

The functions of the districts are identified, while major cities are divided according to their location and breadth into multiple circles under supervision of the Board of Directors of these cities, and it is regarded the basis for this division as every (40) thousand people constitute a circle, so that each will have a separate municipal council\textsuperscript{12}. The Municipal Council consists of (6-12) members, according to the density of the place and the number of people.

They are elected by the public for (4) years, provided that they are the owners of the property and the Ottoman citizenship. The mayor shall be appointed by the state as a civil servant who has a salary from the municipality revenues, while the service of members is honorary, and half of them are replaced every two years.

The town engineer, doctor and veterinarian are regarded as advisers, together with the council a clerk, treasurer and two sergeants as much as necessary. The treasurer is tied with a considerable bail, and is replaced once a year. The law requires the voter to be a dweller of the city, or county, has a property in it, his age exceeds (25) years, pays (50) piasters a year, has the Ottoman citizenship, enjoys all civil and personal rights and is not convicted of a felony\textsuperscript{13}.

As for the conditions for candidates to be elected to membership of the council, they must be the owner of a property in the city or county they live in, pay (100) piasters to
the state, are no less than (30) years old, have the Ottoman citizenship, able to speak Turkish, sane and not committed by any sort of service, enjoy civil and personal rights, and have regained status after bankruptcy, and should not have been sentenced to imprisonment for one year or equivalent sanction as a penalty incurred for the crimes committed, not to be infamous for misconduct, should not be a holder of the privilege of foreign service even temporarily, not an worker in the municipal council nor a contractor or sponsor of some constructions and operations related to the municipality, and should not be doing his military or police service, nor in rule commission in the town or county they are in.

Council members are elected at the beginning of the month of December of each election year, and ends on the last month of February. The Board meets at least twice a week, and when necessary they meet more upon the invitation of Chairman. In the chairman's absence, his deputy will be the oldest member. Here, for consultation in the Council to be legal absolute majority is required.

If Members were sent a written invitation to a meeting and did not meet the majority condition, in the third meeting the decision of attending members will be valid, regardless of their number. This law arranged for the members who were absent three consecutive sessions a penalty of refrain. Those who pass away will be replaced by those who scored the highest votes in the election. The number of municipal councils has reached before the accessing of the emirate in 1921 to (9) councils which are:

1. Irbid Municipality, which was referred to as the municipality of Al-Qathaa, sometimes Irbid Municipality, and some at other times the municipality of Ajloun. Its building was located in the southern part of the East Kingdom of the province.

The establishment of its Council was in the year 1884. It has been penalized for its presidency of Mohammad Effendi Hamoud (1884-1892), Said Effendi Al-Shraire (1892-1896), Ameen Agha Al-ernaut (1896-1897), Ahmed Sperani (1898-1902) and Mustafa Effendi Hijazi, who remained until 1911.

The members were referred to them in the documents the state of Syria, such as Nael Ghrabi, Ibrahim Al-Ayoubi, and Mahmoud Al-Ali in the first municipal council, and as stated in the book on Ajloun district, the Ottoman municipal law was not in action for changing half of the members annually, for the members names were repeated. In
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the Third Municipal Council (1892-1896) the number of members in 1892 was two, namely Mohammad Al-Ahmad Mustafa Al-Yousef. In 1893 Suleiman Al-Ali and Ahmed Al-Dalgamoni were added, while Mohammad Al-Ahmad was not mentioned. The members in the fourth the Municipal Council were Hasan Effendi Al-Shara, Hamid Al-Mahmoud, Mustafa Al-Youssef and Mahmoud Al-Ali, who are the members themselves in the fifth Municipal Council.

2. Karak Municipality 1884.
5. Amman Municipality 1909. Three people chaired it from accession until 1919. They are: Ismail Papon (1909-1911), Ahmed Al-Khatib (1911-1915), and As’ad Khalil Mamdouh (1915-1919).
6. Madaba Municipality 1912. The chairmen of Council since its inception up to 1918 were: Dakhlallah Al-Ujeilat, Saleem Marar and Yacoub Aljmaian. The number of members of the Council was between (6-8) members.
7. Sahab Municipality 1912.
8. Tafila Municipality 1914.

These municipalities were all managed under the Ottoman law of managing the States and Ottoman municipal law, until 1925 municipal Act was issued. The reason for issuing was the dispersion of Turkish laws and regulations; hence the need to enact a law that shows the functions and formations of municipalities in the Arab East government16.

Governments generally follow one or more methods in the distribution of tasks between the central authorities and local administration such as texts in the constitution, the law, or ministerial decisions or writing contracts.

One finds that Jordan had followed the most successful methods because the relationship between the center and the local administration is a regulatory legal relationship, where individuals can find the tool of sanctity of implementation.

Municipal laws in Jordan have been based on Jordan constitutions and amendments since their issuance in 1928; Article 57 of the Basic Law of 1928 states that the
municipal affairs in the cities of East Jordan and counties are run by municipal councils in accordance with a special law; Article (M 7) of Jordanian third Constitution for the year 1947 stipulates that the municipal affairs in the Kingdom cities and municipalities are run by the municipal councils in accordance with the special Act, as stipulated in Article (121) of the Jordanian Constitution for the year 1952 that "Municipal affairs and local councils are run by the municipal or local councils according to special laws. According to these provisions municipal laws and laws regulating cities, licensed professions, the laws of the buildings and land tax within the boundaries of municipalities, municipalities, and the laws of the establishment of municipal courts have been put\(^\text{17}\).  

3.3. The Formation of the Municipal Council, its duration, vacancy of one of its members

**Formation of the Municipal Council:**

The Municipal Council of the capital, according to Municipal Law of 1925, consists of a chairman appointed by the Prime Principal in addition to (7) members from which the administrative governor of the province appoints a chairman. The members elect amongst them an assistant to the chairman. The Municipal Council in the provinces is composed of (5-7) members from whom the administrative governor of the province appoints a mayor; the members shall elect from among them an assistant to the chairman under Article (5) of the Municipal Law (9) of 1938 the municipal council consists of a chairman, a deputy, appointed members of a number decided by the prime minister, and elected members not less than (4) and not more than (6) provided that the number of elected members is more than the number of appointed ones. The members shall perform an honorary work.

The chairman shall be deemed an worker with a salary, is appointed and dismissed by the Prime Minister. The appointed members of the Council shall be appointed, replaced and dismissed by the Prime Minister upon the recommendation of the district administrator, and those are government workers, municipal workers or people having of the necessary qualifications for elected members\(^\text{18}\).
3.4. The new rules mentioned in the Municipal Law (17) of 1954 stipulate that:

1. The municipal council is composed of (5-7) members. The new municipal board is composed by consent of the Minister of the Interior who identifies the number of board members of at least (7), as with the consent of the Council of Ministers to increase or reduce the number of members of the board of any order issued in the Official Gazette, provided that this does not happen within the duration of the term.\textsuperscript{19}

The mayor is elected by the elected members by an absolute majority, and in the case of having equal votes or refrain from holding the election the Minister of the Interior shall appoint the mayor (2) with the consent of the Council of Ministers. The prime minister may dismiss the mayor for the benefit of the municipality, but should inform the prime minister of the causes of dismissal and give enough time to defend himself.

If the mayor dies after no less than three years of service in office the municipal council, with the permission of the Minister of the Interior, shall pay to his inheritors a reward of no more than his yearly total salary.

2. The Cabinet appoints the Mayor of the capital either from among the board members or from outside.

3. The Municipal Council elects a deputy or more from among the members, in which case the chairman and his deputy shall get a salary from the municipal fund.

The Minister of Interior may dismiss the deputy if that was in the municipality interest, and if the mayor died mayor after he took office for not less than (3) years the municipal council, with the permission of the Minister of the Interior, shall pay to his inheritors a reward of no more than his yearly total salary.\textsuperscript{20}

Under the Municipal Law (29) of 1955, article (3/2) stipulates that the municipality is managed by a municipal council whose members are elected directly or appointed in accordance with the provisions of this Act. The Minister of the Interior, upon the recommendation of the district administrator, may determine the number of Council members of no less than (7) and no more than (12).

An elected member of the Council is appointed chairman by a decision taken by the Council of Ministers upon the recommendation of the Minister of Interior. It is published in the Official Gazette and expires by the end of the term or dissolve of the Council. The Council of Ministers, under Article (34), and upon a recommendation by the Minister of the Interior, may dismiss the Chairman if it is satisfied that the municipality's interest so requires.
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Under the amended Municipal Law (3) of 1960, article (20) distinguishes GAM from other municipalities in that its works are run by a board half of its members are directly elected and the other half are appointed by the Council of Ministers upon the recommendation of the Minister of Interior.

The law did not require in the appointment of the Mayor of the capital to be members of the Board. In case of vacancy of the mayor post the Council of Ministers shall be entitled to entrust of the ministers to undertake the powers of the mayor. Allowances are allocated for him by a decision of the Secretariat of the Council and the approval of the Prime Minister\(^2\)\(^1\).

The amended Municipal Law (22) of 1982 states for the first time the ban of appointing any person as chairman of the municipal council for more than two legislative periods\(^6\), but the legislature returned Under the amended Municipal Law (12) of 1994 to cancel the ban and delineate the number of members to\(^2\)\(^2\):

1. Amman Municipality: it is run by the Board of Directors which shall be determined by the Council of Ministers, half of whom are elected directly while the other half are appointed by the Council of Ministers upon the recommendation of the Minister. The chairman is selected from among them.

2. Other municipalities consist of a chairman and a number of members not less than (6) and not more than (11), upon a decision by the Minister on the recommendation of the Governor. In the same way the number may be changed, and the council and chairman shall be elected at the same time.

But Under the temporary amended Municipal Law (21) of 2003 the mayor shall be appointed rather than elected, and there will be appointed members of the municipal council in addition to the elected members\(^2\)\(^3\).

The embodiment of the principle of women's political participation and commitment to the Royal directives, Municipal Law (14) of 2007 allocated for membership candidates of the Council no less than (20%) of the number of members of the Council to be filled by those who got the highest votes for the number of voters in their constituency.

If the required number of candidates is not achieved, or the number is not equal to the percentage of the number of council members, then appointment is resorted to on a decision of the Council of Ministers upon the recommendation of the Minister of Municipal Affairs within the limits of this percentage.

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This is applicable in respect of elected members in the Greater Amman Municipality. The percentage has been increased to 25% under the Municipal Law (13) of 2011. We also find that the legislator in this law did not put a limit to the number of times a person may be assuming the chairmanship of the Council.

The constraint of two legislative periods on the chairman of the Council no longer exists since the issuance of the amended Municipal Law (12) of 1994\textsuperscript{24}. The Municipal Law of 2007 cancelled the limitation of the number of members.

It stipulates that municipalities with the exception of the Greater Amman Municipality, the Aqaba Special Economic Zone, and the authority of the developmental Petra region are handled by a municipal council which consists of the chairman and members whose number is determined by the Minister of Municipal Affairs.

The chairman and members are elected directly. The Greater Amman Municipality is divided by the Council of Ministers into a specific number of elected members, and the other half of the members is appointed upon the recommendation of the Minister of Municipalities. The Council of Ministers appoints the Mayor of Amman from among the members of the Council Secretariat.

Under the Municipal Law (13) of 2011 the Greater Amman Municipality is administered by a Board the number of its members is determined by the Council of Ministers, two-thirds of which are elected while the remaining third as well as the Mayor of Amman are appointed by the cabinet upon the recommendation of the Minister of Municipalities.

The number is limited under the cabinet decision dated 1 October 2011 to (45) members, 30 elected members, including (6) seats for women, and (15) appointed members\textsuperscript{25}.

3.5 Duration of the Municipal Council

Municipal Law of 1925, Article (24) states that the period of chairman and members of the municipal council, including the chairman of the capital is (4) years, but in all constituencies where all members are elected; half of them are reelected by lot after two years.

The council sessions shall be held at least once a week. The chairman is entitled to call the council for a meeting in exceptional circumstances, and the chairman of the Board of Supervisors has the right to dissolve the council upon a decision by the Board if necessary\textsuperscript{26}.
Under the Municipal Law (9) of 1938, the council's period has remained (4) years after the cancellation of reelecting half of the elected members by lot. Article (9) provides that before the end of this period, the prime minister issues an order to hold elections for the new council and appoint its date. It also empowered the council to dissolve it at any time, and cancel the election if it saw it was performed illegally.

If the council is dissolved because of the expiry of its term or any other reason, the Council will continue to do its work until the formation of a new municipal council. The Council meets at least once a week, and any government worker sent by the Prime Minister or provincial governor can attend the council meeting.

The quorum shall be half of the total number of members, and the decisions are made by majority. In cases of equality of views it is likely to side with the half on which the Chairman of the Council stands. Each member fails to attend meetings without excuse more than (6 times) within three months is considered to have resigned4, and under the amended Municipal Law (16) of 1941, the legislature entitled the Council of Ministers to extend the ordinary Municipal Council duration of years and in exceptional circumstances to (6) years27.

Among the new provisions in the Municipal Law (17) of 1954, is that the Municipal Council shall hold an ordinary session at least once a month, and that the mayor may, at any time, call the Council for a meeting, and if the Council did not hold any meeting, a third of members may demand the Chairman of the Council to hold a meeting, and if he rejected, the Council shall, within a period of (14) days, call members to hold a meeting. A notice must be put on or near to the municipality gate stating the time and place of the sitting and the things that will go to research at least 24 hours before the sitting, signed by the chairman or the member who called for the meeting. At the meetings of the Council, the public are not permitted to attend when the matters under consideration are approved by voting publicly, but they may attend the sittings by a decision of the majority of the members present.

It is not permitted to discuss issues not mentioned in the call to attend the meeting signed by the Chairman and sent to each member prior to the meeting by at least (24) hours, except in the case of the presence of a third of the members and agreed to discuss any subject. The decisions are made by the majority of members present.

In case of absence of quorum in (3) consecutive sessions, the decisions shall be displayed in the third session before the provincial governor, if approved, they will be
considered as legally taken. It is noted that this law has taken into account the appearances of true democracy, such as the announcement of the meeting minutes and public sessions\textsuperscript{38}.

The legislator under the Municipal Law (29) of 1955 returned to the provisions of the Municipal Act of 1938 that make the Council hold at least one regular session every week, and stated that in the absence of the Chairman and his deputy, the oldest member shall chair the meeting. New issues not contained in the agenda may not be raised, unless they are urgent.

It also points out that there are public sessions every citizen interested in its topics may attend during the debate, but when decisions are taken, the meeting must be kept private. Private Sessions may be held if they are related to public morality or staff affairs and the administrative system in the municipality. In the case of lack of a quorum in two successive sessions the sitting is considered legal.

The legislature acknowledged for the first time a bonus for each meeting to the members of the Council with the exception of the Chairman, who has a salary of JD (10) for municipalities of the first and second category, (5) dinars for the third and fourth category.

In case the vice-chairman acting as chairman when the chairman is absent for more than a week due to illness, leave, or travel, the vice-chairman shall get a reward equivalent to the salary of chairman, and allowance with travel expenses\textsuperscript{29}.

Amended Municipal Law (12) of 1994 re-classified municipalities mentioned in the Municipal Law of 1955 to become:

**Category I:** Municipalities of governorate centers.

**Category II:** Municipalities of provinces and municipal centers with a population of over 15 thousand people.

**Category III:** Municipalities of districts and counties centers, and municipalities with a population of over (5) thousand people and not more than (15) thousand people.

**Category IV:** Other municipalities.

As a corollary, municipalities were considered dissolved a month following the enforcement of this act, and the decision to hold elections for all municipal councils in one day during the first half of July 1995, and this recurs every four years.
In the case of dissolving the municipal council before completing its term, a temporary committee is appointed for the municipality for the remaining period if less than a year, but if the remaining period is more, the Committee's shall perform its work for a period of 3 months, until the election of a new council to complete the period of the previous council.

Note that the Minister of Municipal Affairs may postpone elections in one municipality or more for a period not exceeding six months, and as part of the duration of the legal period of the council.\(^{30}\)

Article (8) of Municipal Law (14) of 2007 has acknowledged that in the case of dissolution of the Council and the period is not more than one year a committee is appointed which supervises the election of a new council, and if this is not done the old council (dissolved) continues in the exercise of its works until the new council is elected.

The legislator then re-classified municipalities as follows:

**Category I:** Municipalities of governorate centers, and any other municipality with a population of over a hundred thousand people.

**Category II:** Municipalities province centers, and municipalities with a population of more than fifteen thousand people and not more than one hundred thousand people.

**Category III:** Municipalities district centers and municipalities with a population of more than five thousand people, and not more than fifteen thousand people.

**Category IV:** other municipalities not included in the first, the second and third categories.\(^{31}\)

It is the same classification in the Municipal Law (13) of 2011 of which Article (4 / D) considers all municipal councils dissolved three months prior to the expiry of the term.

The minister appoints interim committees to manage the work of the municipalities until the holding of elections, and the posts of chairman and members of the new council are filled. This law has made the council meeting in Greater Amman Municipality at least once a month and in other municipal councils at least once every week.

It also authorized private meetings on issues deemed necessary by the Council, and kept what was applied in the 2007 Law in the case of dissolution of the Council before the expiry of the term for a period not exceeding one year, by appointing a committee which serves as the Council until the election of a new council. If the election is not held the dissolved Council returns to exercise its duties, but the
legislator under the amended Law (7) of 2012, returned and cited a new provision that
the appointed committee continues to work until a general election is held, and this is
an impairment of elected local councils.\textsuperscript{32}

In the absence of a quorum for two consecutive sessions the third is considered legal
on the condition that at least one third of the council is present. Also reward of
council members, except for the chairman, for attending sessions was raised to be (30)
dinars to municipalities of the first and second categories, and (24) dinars to the
municipalities of the third and fourth category.

3.3. The Municipal Council Vacancy

The Municipal Law (9) of 1938 tackled cases of vacancy of the municipal council in
the articles (16-19), concerning the loss of membership for several reasons, including
resignation, as law authorized a member of the council to submit a written resignation
request to the Chairman of the Council, and the date of submission of the application
is considered the date of resignation.

The vacant position is filled after (7) days of vacancy at most by a candidate who is
still in possession of the required qualifications, and got the highest score of votes
following the last candidate won in the last election.

If there is no candidate the regular way in the election is followed, and if the
candidates did not file for election, or the number was not enough, the Prime Minister,
with the consent of the Executive Board may appoint a number of people to fill vacant
electoral posts. This procedure applies to the following cases:

1. An elected member of the municipal council convicted of a felony or a
misdemeanor and punished by imprisonment of one year or more during the
period in which he occupies the post, and is deprived of membership from the
date of sentencing.

2. An elected member accepts a work in government or municipality with a paid
salary, has a contract agreement with the municipal council, receives a benefit
in any agreement with the municipal council or acting for it, declares
bankruptcy, is declared legally incompetent, or has lost the necessary
qualifications for election.\textsuperscript{33}

In the Municipal Law (17) of 1954 several cases were stated if any of which were
available membership is lost and the municipal seat becomes vacant. These cases are:

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1. Resignation

2. The absence of the member or the chairman from attending regular meetings of the Council without excuse for a period of (3) consecutive months after giving him the right to appeal to the Council of Ministers within (14) days of the loss of membership. His post becomes vacant after the cabinet's final decision on it.

3. Death.

4. The loss of membership qualifications.

If the vacancy in the previous cases during the previous three months to the end of the term of the Council, the Interior Minister may refrain from the appointing the date of the electing a substitute.

If the deceased member or the one who lost membership had been elected on the basis of proportional representation, he is replaced by the candidate who received the highest number of votes among the candidates in the list of his party in previous elections, and if there is no candidate the Minister of the Interior shall appoint someone to replace him.

Under the Municipal Law (29) of 1955, and amendments, vacancy cases are limited to the following cases:

1. Resignation which is regarded final from the date of registration in the municipal books and communicated to the district administrator and to the Minister of Municipal and Rural Affairs, and in doing this some jurisprudence scholars see the absence of the role of the municipal council to approve or reject the resignation submitted in accordance with the usual majority to make decisions.

2. The death of the chairman or member in which case must inform the minister the administrator and that an obituary is published in the Official Gazette.

3. Legal loss of membership in the following cases:

A. If he failed to attend regular meetings of the Council for three consecutive sessions without a legitimate excuse acceptable to the council, or a total of a quarter of the number of meetings held by the Council during the year.

B. If he works in a case against the Council in his capacity as a lawyer, an expert, an agent, buys a property disputed with the Council in any way.
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C. If he makes an agreement with the Council or if he or his representative gets benefit in any agreement with the Council or, with the exception of contracts and benefits of being a member of a joint stock institute, provided that he is not a director or a member of the board of directors or an worker in or agent of the institute.

D. If he loses the necessary qualifications of a candidate.

The law authorizes the member or the chairman to submit to the Minister of Municipal and Rural Affairs, within (15) days from the date of loss of the membership, a request to keep him in office.

The Minister's decision shall be a final decision, and the Council shall inform the minister or administrator of the loss of the chairman or member of his post in the Council within (7) days from the date of the incident.

If a member's post vacated, as in previous cases, he is substituted by the candidate who got the highest score of votes if he still retains membership qualifications, otherwise the one who comes after him.

If there is no candidate the minister shall appoint a member among voters to fill the vacant position1, with the exception of the Mayor of Amman, if the post of chairman vacated for any reason, the vice-chairman shall take over duties to a maximum period of (3) months during which a new chairman shall be appointed, but if the remaining term is not exceeding one year, the vice chairman shall continue to undertake the tasks of the chairman to the end of the period prescribed for the former chairman.

The Municipal Laws of 2007 and 2011 did not add to these cases, except that:

1. There is a reference in (Article 8 /c) to the case of collective resignation of the members of municipal councils, if the number of members of any municipal council does not form a quorum as a result of the resignation of a group of members the Minister of Municipalities upon the approval of the Council of Ministers may consider the Council dissolved, fill the vacant positions, or appoint a committee that serves as the Council for the remaining period of the term.

2. The member or chairman's failure to sign the decisions of the Council for three consecutive times without convincing and legal statement of reasons.

3. Membership vacancy of any of the women in any municipal council, in which case the successor candidate will be the one who got the highest score of votes among women if she still retains membership qualifications, otherwise the one who comes after her.
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If there is no candidate Minister of Municipalities shall appoint a member among women voters who meet therein membership qualifications to fill the vacant position\textsuperscript{37}.

3.6. Conditions needed to be met by the voter and candidate for membership and chairmanship of the municipal council

3.6.1. The conditions to be met by the voter

Article (25) of the Municipal Law of 1925 on the qualifications of a voter who casts his vote for the election of members of the Municipal Council, states that he should:

1. Be a subject of the East Arab Government.
2. Be a resident of the town of which members of the municipal council are to be elected, or a resident of other areas in the east of the Jordan, and has settled in the town and taken it a center for his commercial, agricultural and industrial work.
3. Be twenty years old.
4. Not be convicted of a felony or immoral misdemeanor.
5. Not be lapsed from civil rights, or adjudged bankrupt and is no longer considered so, or not interdicted or ended detention.
6. Not be claiming foreign nationality.
7. Not be working a servant.
8. Pay property and participation tax of no less than (100) piasters\textsuperscript{38}.

The Municipal Law (9) of 1938 Article (11) states the following conditions to those considered eligible to be voters for the municipal council in their area.

1. Completed eighteen years of age.
2. Their usual place of residence is within the municipal area for (12) months preceding the date of the election.
3. Paid buildings and land tax worth 500 fills within the municipal area.
4. Are not to be interdicted, nor considered bankrupt.

The Municipal Law (17) of 1954 reports the conditions in the second margin thereto. It stipulates that the voter must be a male Jordanian whose name is included in the register of voters, 18 years old, legally competent, is not sentenced to imprisonment for one year or more, or received a pardon for the offense to which he was convicted in the past, is a resident of the municipal area has paid the due taxes of no less than 500 fills.
The Law in Article (11) forbids the exercise of the right to vote, in addition to the above, every worker in any municipality or any other local authority\textsuperscript{39}.

The same conditions are repeated in the Municipal Law (29) of 1955, with the exception of age, and text explicit statement of denying women the right to vote, bringing the requirement to be a (21) years of age Jordanian male while women are denied the right to vote, until the issuance of amended Municipal Law 22 of 1982, which stipulates that every person is entitled to have his name included in the voters list if he meets the following conditions and qualifications\textsuperscript{40}.

1. Is 19 years old Jordanian male or female.
2. Is normally be a resident within the municipality during the last (12) months directly after the date of the preparation or revision of the table.
3. Must have paid buildings and land tax within the municipal areas, education tax, the professions and industries license fees, waste collection fees, or any other municipal tax of not less than one dinar a year if he is subject to taxation.
4. Is not to be insane or legally incompetent.

In this way this act may have validated equality between men and women as stipulated in the Constitution, but realistic, intellectual and social considerations still discriminate against women and prevent the activation of equality.

In the Municipal Law (14) of 2007, the same conditions remain, except that the legislator amended the voting age to become (18) calendar years, in line with the age of the political majority, adopted for the purposes of parliamentary elections in the election laws. It also expands the base of youth participation.

The Municipal Law (13) of 2011 stipulates the completion of 18-years on the first day of the election\textsuperscript{41}.

The amended Law (7) of 2012 identified stipulates the completion of 18 years of age sixty days from the date of issuance of the decision to appoint the chairs of the election committees. According to the law as amended in 2012, whoever was adjudged bankrupt and has not regained legal consideration, had been put under guardianship and deprived of legal competence for any reason, and was not lifted, and was insane or an imbecile shall be deprived of the right to vote.

It is noted that the legislator in the Municipal Law of 2011 and amended for the year 2012 has dropped the condition of paying buildings and land tax within the
municipality, the professions and industries tax, waste or any other municipality fee or tax of not less than one dinar annually if he is subject to taxation according to the Municipal Law (14) of (2007).

This is more appropriate because the election is a political right of the citizen, and if the goal is the collection of municipal funds, there are legal mechanisms by which to collect money from citizens.

3.7. Conditions to be met in a candidate for membership of the Municipal Council

In accordance with Article (26) of the Municipal Law of 1925, the conditions for membership of the municipal council are in:

1. Availability of conditions to be met in the voter.
2. Payment of property and participation tax (100) piasters.
3. Not being committed to or contractor with the municipality.
4. Those who know how to read and write in Arabic are given preference for membership.\(^{42}\)

The Municipal Law (9) of 1938 gave the right to stand for election to every qualified Jordanian who completed (25) years of age, unless he serves for a paid salary in the government, the municipality or has a benefit in any contract with the Municipal Council or on behalf of it. Under the Election Law (17) of 1954, at the third addendum of it, the right to nominate for membership is given to every Jordanian whose name is listed in the voters’ register, is 25 years old, can read and write well, and has a place of residence in the municipality area.

This last condition dropped from the conditions set out in Article 18 of the Municipal Law (29) of 1995 and added other conditions including that he should not be an workers or hired in any ministry, government or public official institution or municipal department, or a lawyer for the municipality unless he resigns within ten days before the start of the nomination date, and should not be convicted of a felony or misdemeanor involving moral turpitude, should not be fraudulent bankrupt, should not be a member of the National Assembly.\(^{43}\)

The legislator dropped the condition of not being a member of the National Assembly under Article (9) of the Municipal Law (12) of 1994 and added two conditions which stipulate that he should not be a member of another municipal council or a candidate
in other constituencies. The legislator again deleted these two conditions under Article (6) of the Interim Municipal Law (21) of 2003\textsuperscript{44}.

The two Municipal Laws (14) of 2007, and (13) of 2011, and in accordance with Article (18) of each of them, stipulate that everyone whose name is listed in the voters list has the right to run for municipal council membership if he meets the following qualifications:

1. Have completed (25) calendar years of age.
2. Is able to read and write well.
3. Should not be employed to or hired by any ministry or government official or public institution or a municipality, unless he resigns a month before the start of the nomination deadline, and the municipality lawyer is required to end his contract within this period.
4. Should not be a member of the National Assembly.
5. Not convicted of a felony or misdemeanor involving moral turpitude.
6. Is not a fraudulent bankrupt.
7. Is supposed to have taken all necessary measures for the nomination process by submitting a nomination application duly signed within the specified period, according to the official form accompanied by the receipts that prove that the candidate has paid to the municipality accountant a financial credit.
8. That he gets a clearance from the municipality.

3.8. Conditions to be met in the Mayor

The mayor under the Municipal Law of 1925 shall meet the following conditions:

1. Reading and writing, and has knowledge of mathematics and other technical and building matters.
2. Has knowledge of management and urban reform.
3. Is no less than thirty years old?
4. The holder of the acclaimed qualities and other conditions related to members\textsuperscript{45}.

Under the Municipal Law (9) of 1938, Article (6) states that the mayor is regarded a civil servant who has a salary, and is appointed and dismissed by the Prime Minister under the following conditions:
He should be a Jordanian whose place of habitual residence is within the province where the municipal area is located.

2. He is not less than 25 years of age.

3. He can read and write well.

4. He has knowledge of administrative and financial matters relating to municipal affairs.

5. He should not be deprived of his civil rights.

6. He should not be bankrupt without being rehabilitated.

7. He should not be interdicted.

The Municipal Law (17) of 1954 did not single out special conditions for the chairman as is the case with the previous ones, but under Article 47 it stipulates that members who won membership shall elect a mayor from among them, and the election shall be by an absolute majority. This means that the conditions to be met by the mayor and members of one and that are what Municipal Law (29) of 1955 adopted.

However, instead of being able to read and write well, it stipulates that he should not be illiterate, and then the text retained the previous version, of being able to read and write well, under Article (6) of the amended Article (6) of the amended Municipal Law (22) of 1982.

However, under the amended Municipal Law (12) of 1994 in Article (9) which sets out the conditions for membership candidate and the chairmanship of the Council, item (3) came to require those who run for mayor to hold an eligible qualification of at least the first degree for the municipality of the province center and secondary school certificate or equivalent for the district municipality can read and write well for other municipalities in the Kingdom.

The text was amended to read under Article (6/2) of the amended Municipal Law (21) of 2003, "He must have an academic qualification of at least a university degree with respect to the municipalities of the first, second and third category, and General Certificate of Secondary Education or its equivalent for municipalities of the fourth category."

This requirement reflects the level of scientific progress in the Jordanian society in terms of widespread education, for the legislation movement is developing steadily with a moving pace commensuration with the movement of the development of political, social and economic conditions.
This is a sound approach, given the role played by the mayors in the development of plans and programs that will raise the economic, social, political and health level for areas of special competence of those located in the provinces and districts centers, but it is surprising that the legislator has returned from this approach, under Article (18) of the law (14) of 2007, and (13) of 2011 by altering the text to read "to read and write well".

Perhaps the legislator's justification is to achieve a balance between political considerations which require equality of all citizens in the exercise of the right to run, and the administrative considerations as in the parliamentary elections.

Nevertheless, the condition of municipalities is different in terms of the nature of the work of the mayors and their role in development.

We notice that since the issuance of the amended Municipal Law (12) of 1994 the terms of the candidate for the chairmanship of the Council or membership have been unified in one article, because the mayor has to be elected in a separate paper from that of the members of the municipal council with the exception of the Greater Amman Municipality, but under the amended interim Municipal Law (21) of 2003 the mayor is to be appointed instead of being elected, and there became appointed members of the municipal council in addition to the elected members. The legislator altered appointment to election under the Municipal Law (14) of 2007 and (13) of 2011.

3.9. Municipal Departments

The municipal departments, as they are shown in the account deposit table issued by financial management by the end of 1927, include the following municipalities: Aqaba, Ma'an, Amman, Karak, Ramtha, Ajloun, Tafila, Madaba, Salt, Hisn, Irbid, and Jerash.

In 1930 a new municipality was accessed in Wadi Al-Sayr.

Moreover, in in 1929 the Executive Board decided to stop the work of the towns of Ramtha and Hisn and not the conduct of elections in them.

Despite the objections of the British Commissioner to this decision it had been carried out in 1930, in addition to another decision to cancel the Municipality of Wadi Al-Sayr. The reason for this was that people demanded the cancellation of these municipalities due to immaturity of the idea of municipalities for them, and which they considered a restriction to their freedom of action and a means of taking taxes and fees from them. In 1935 the people of Aqaba submitted a plea to cancel their municipality on grounds that it was small and poor.
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The government responded and canceled it as of April 1936. As a result, municipal areas were restricted under Article (4) of the Municipal Law (9) of 1938 to Amman, Irbid, Jerash, Ajloun, Salt, Madaba, Zarqa, Karak, Tafila and Ma’an. In 1940, there were attempts by the Prime Minister to establish a municipality in the village of Mafraq, but was foiled by the interception of people.

There was another attempt in 1942 to re-establish a municipality in Hisn and Ramtha and it did not succeed in Hisn, but succeeded in Ramtha, as a decision was issued by the cabinet and ratified by the Prince in September 13, 1942, stipulating the establishment of municipal districts in Ramtha. In 1944 it was decided to establish a municipality in the village of Mafraq, then in 1945 a municipality in the village of Kufranja at the request of the people of the village.

Under the Municipal Law (17) of 1954 and in line with the provisions of Constitution, and after the establishment of the unity of the two banks in 1950, and according to the first attachment the municipalities were (Jericho, Beera, Hisn, Hebron, Beit Jala, Beit Sahour, Bethlehem, Jerash, Jenin, Deir Dibwan, Ramallah, Salfit, Sweileh, Tubas, Tulkarem, Ajloun, Anabta, Amman, Qalqilya, Kufranja, Madaba, Maan, Nablus, and Wadi Al-Sayr).

Under Article 7 of the Municipal Law (29) of 1955 a declaration was issued by the Minister of Interior in which he identified the members of the municipal councils in the Kingdom as follows:

Ma’an, Ajloun, Ain Janna, Anabta, Kufranja, Salfit, Deir Debwan, Wadi Al-Sayr, Aqaba, Jerash, South Shona, Deir Abu Said and Anjara

The number of municipal councils in 1990 was (217) councils, and in 1991 there was (637) municipality and village council in Jordan, which were unable to provide real services to the citizens. As a corollary, a national conference was held in 1992 and the issue was raised.

It was agreed to amend the Municipality Code so that it would give the Council of Ministers the authority to integrate local councils together to find councils that are able to provide better services.

The reasons for increasing the number of municipalities lie in the non-application of the legal text, which requires the creation of a municipal council for a number of population of no less than (2500) people, for there are many municipalities which originated illegally, as the number of people was fewer than this figure.
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The legislator has noticed this and thus put in the amended Municipal Law (22) of 1982 a text which regarded the newly established municipalities prior to the issuance of this act as fulfilling the requirements of the events, even the number (2500) which is not applicable in the majority States that have estimated the minimum origination of municipality (5000-10000) people, not to mention that such a departure from the application of the legal text may have harmful results such as damage to financial resources for other councils needed to set up investment projects and thus deficiencies in the performance of their mandated services and then set up lawsuits against the municipality and others\(^53\).

In 1994 and on the basis of Article (5) of the Municipal Law of 1955, which gave the right to the Council of Ministers to issue decisions upon the recommendation of the Minister of Municipal Affairs and the recommendation of the governor to widen, narrow down or modify the boundaries of any town or village council or combine any municipal or village councils or parts thereof adjacent to each other.

A decision was issued which includes the upgrading of the following village councils to municipalities, namely: Almkefteh, Sowayma, villages of Bani Hashim, Northern Azraq, and then the amended Law (12) of 1994 was passed, and the Council of Ministers exercised its powers in 1996 by the annexation of rural councils of municipalities as a first step in order to save costs, and given that the municipal councils will be assigned the duties of rural councils whose number is (328) municipality.

In 2001 the municipalities were merged and the number was reduced to (99) Municipalities\(^54\).

3.10. Law on Municipalities\(^55\)

3.11. Office of the Municipal Manager

The Municipal Manager as head of the administration is responsible and accountable for tasks and functions as provided for in, but not limited to the Local Government: Municipal Systems Act, No. 32 of 2000, Chapter 8 of the Local Government: Municipal Finance Management Act, No. 56 of 2003, other functions/tasks as provided for in legislation, as well as functions delegated by the Executive Mayor and Council. The Municipal Manager is also the Municipal Electoral Officer for Over strand and appointed as such by the Electoral Commission.
3.12. Municipal Manager

The municipal manager is appointed by council. He is the link between the council and the administration, of which he is the head. He has to account for the municipality's income and expenditure, assets and other obligations such as proper adherence to all legislation applicable to municipalities. Subject to the municipal council’s policy directions he ensures that an economically viable, effective, efficient and accountable administration is established and developed, that the IDP comes to fruition, that municipal services are delivered in a sustainable and balanced fashion, that a personnel corps is appointed, managed, developed and disciplined and that sound labor relations are maintained.

3.13. Municipal Needs

- Mitigating the Impact of the Syrian
- Refugee Crisis on Jordanian Vulnerable
- Host Communities

The conflict in Syria which began in 2011 has resulted in massive refugee crisis in neighboring countries, including Jordan. Jordan has maintained an open border policy since the start of the conflict, resulting in receiving a huge influx of refugees, posing enormous challenges to the country, with strong implications for the socio-economic make-up of the country in general and for municipal service delivery in particular.

The spillover effects of the Syrian refugee crisis are taking a heavy toll on Jordanians, especially on the most vulnerable segments of the population in the northern part of the country, where over 600,000 Syrian refugees currently reside, swelling its total population by 11%. This crisis is exacerbating existing vulnerabilities in Jordanian communities. The majority of Syrian refugees in Jordan have settled in cities, towns, and villages in the northern governorates outside the refugee camps.

As a result, one preoccupying challenge to the municipalities is providing adequate support for host communities whose services, resources, and infrastructure have been strained by the sudden and enormous influx of the refugees, with sometimes destabilizing effects on their own livelihoods and natural environments.
Municipal needs are huge and include solid waste management, cash assistance/budget support, water and sanitation, social services support, energy resources, and so forth.

Host communities have often demonstrated enormous generosity towards new arrivals, welcoming them into their homes, sharing scarce resources and permitting them to access health and education services within the community. However, as the crisis has dragged on, the burden on local communities is becoming too much.

Realizing the suffering of the host communities, UNDP has focused, since the beginning of the crisis, on supporting these communities in coping and sustaining their living conditions. UNDP in 2013 undertook an advocacy campaign to shed light on the suffering of the host communities, and the need to preserve hard-won human development gains.

UNDP aimed to establish the necessary baselines at the municipal level for examining the impact of the refugee crisis on host communities in Irbid and Mafraq through this study. The assessment was undertaken through a survey and focus group meetings covering the 36 municipalities in the two governorates, and will form the basis for many interventions to be implemented in the two governorates.

3.14. Background and Introduction

The present crisis comes at difficult time for Jordan. Despite many efforts to engage in economic stabilization and liberalization, Jordan faces real economic and social challenges. The Syrian refugee influx is draining already limited national resources.

The Minister for Municipal Affairs said in a statement in 2013 that the Ministry was unable to cope with the Syrian refugee impact on various municipal services. The United Nations has estimated the cost of hosting Syrian refugees in Jordan for 2013-2014 at $5.3 billion (3.9 billion euros). In 2013, international aid amounted to only $777 million or just 39% of the total cost.

“International assistance is not moving quickly enough to help Jordan shoulder the burden of the Syrian crisis,” His Majesty King Abdullah II said in a speech to Parliament recently.

Moreover, resentment and growing feelings of unfairness and exclusion are emerging in certain aggrieved areas that could, in the medium and longer terms, threaten social peace and stability of the North, and trigger wider adverse effects on Jordan as a whole. Consequently, it is important that direct support be provided to vulnerable Jordanians in host communities of the Northern governorates of Irbid and Mafraq, and to help the Government of Jordan mitigate the impact of the Syrian crisis on their lives.
In addition, it is essential that the assistance provided in the context of the current situation complement governmental development efforts, as is highlighted in the Government of Jordan National Agenda 2006 – 2015, governorates’ development plans, and related policies and strategies.

3.15. The Relationship between Central Government61

Local and International NGOs and UN Agencies

The following points summarize impressions, observations, and remarks made during the discussions that were held under the project between researchers and locals over September and early October 2013:

- Municipalities in the northern peripheries feel left out of public decision-making, marginalized by the Central Government, and neglected. As a result, their relationship with central Government is tense.
- There is a lack of confidence in central Government as municipalities perceive that promises are not fulfilled.
- Government assistance is scarce or not present.
- One councilor complained that, “Years of municipal committee rule, and no municipal elections,
Undermined the institutional framework of local government and left municipalities stagnant.
- Others often highlighted that Government ministers scarcely ever visit the northern governorates.
- A large number of respondents felt that donors’ assistance is “bypassing” them and is channeled either to the governorate centers (cities larger than 100,000 inhabitants) or constituencies with parliamentary representatives who enjoy influence with Central Government.
- UNDP is the only international institute that has visited most of these municipalities in recent years.
- International humanitarian institutes assisting refugees recruit staff from Amman with connections and offer no work opportunities to local youth.
- Some/many cited mistrust of international aid institutes.
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The Government, represented by the Ministry of Municipals Affairs meanwhile announced that Jordanian municipalities would be receiving assistance packages, the north in particular. There was also an intensive outreach effort towards those municipalities.

3.16. Municipal Needs Assessment

3.16.1. Problems and Priorities

Focus Groups/Q&A Debriefing Sessions In the following section, the results of both the quantitative and qualitative municipal needs assessment are summarized. These are listed according to the priorities established by the newly elected municipal councils through the Q&A debriefing sessions, which focused on singling out urgent requirements and demonstrating the severity of the impact of the Syrian crisis on host communities.

1) Municipal Services and Delivery
   - Solid Waste Management
   - Water
   - Infrastructure
     - Road Building and Maintenance
     - Street Lighting
   - Sanitation

2) Government Services
   - Education
   - Healthcare

3) Other Issues
   - Housing
   - Employment, Business and Trade
   - Agriculture

3.16.2. Solid Waste Management

The number one priority in 33 out of 36 municipalities

**Qualitative Findings:**

A pre-existing problem

- Increased tonnage (due to increase in local population, upgraded lifestyles over the years, and Syrian arrivals);
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- Aging and insufficient vehicles - out of service or lifespan;
- Insufficient or broken-down containers;
- Inefficient labor (bloating, performance and commitment issues);
- Costly petrol and maintenance;
- Pollution, insects, rodents and stray dogs (general health hazards);

Priority Interventions

(See Annex):

- Garbage trucks and compressors;
- Light pickup trucks, dump trucks, loaders;
- Fogging trucks and equipment and pesticide supplies;
- Containers;
- Garbage wheel barrows;
- Labor assignment; Priority Government Interventions

1. Provide immediate limited financial support and equipment to municipalities, so that they can act immediately on reducing the amount of uncollected solid waste.

2. Develop improved solid waste management (SWM): by designing a SWM cycle (collection, transfer, landfills, recycle, and re-use), revising delivery points, collection routes, transfer and recycling opportunities, and pollution-control measures, in order to increase effectiveness and reliability of services and cost recovery.

3. Implement improved SWM plans including equipment support and funding of labor intensive recycling activities; additional equipment and training will be needed to introduce the upgraded SWM plans in pilot municipalities.

At the same time, in order to address urgent livelihoods issues, cash-for work modality can be used for sorting, picking-up, handling, transportation, and reusing/recycling;

4. Broaden the range of innovative solutions and partnerships for SWM: SWM Plans will include financial mechanisms, technology, and increasing the involvement of various stakeholders in SWM cycle.

There will be a need for increased coordination of different stakeholders including municipalities, communities, NGOs and private sector actors. Private sector
involvement, through public private partnerships (PPPs), can be an option for improving cost-effectiveness and quality of service. Infrastructure, such as landfills, can be awarded to private institutes on a build-operate-transfer basis.

**Quantitative Findings:**

Due to the influx of Syrian refugees, SWM has been identified as the major challenge for municipalities in the Mafraq and Irbid governorates.

It is estimated that the increase in population represents an additional volume of almost 60 tons per day, bringing the total volume to be collected to 150 tons, which exceeds current collection capacity. As a result, in Mafraq, the municipality had to request help from the army.

In Qasabat, Irbid Municipality, daily waste collection was 300 tons before the Syrian crisis; after the Syrian Influx it increased to 500 tons. Meanwhile, in Mafray Greater Municipality the daily amount of solid waste produced now ranges from 80-90 tons up to 200-250 tons. Nevertheless, the over-use of solid waste assets and equipment requires more regular maintenance to address the repeated breakdown and depreciation of equipment.

Inadequate service provision for garbage collection has resulted from municipalities’ shortages in both labor and material assets such as compressors, garbage tractors, waste containers, and so forth.

In the Governorate of Mafraq, prior to the influx of refugees, garbage was collected on a daily basis (twice daily inside the city of Mafraq), according to fixed routes and a schedule. Now, the municipality’s resources are under such strain that garbage is only collected a few times per week. The municipality of Mafraq has seven compressors, two rollers and 115 staff with wheelbarrows for SWM.

Outside Mafraq city, the other municipalities have less equipment and staff, and between two to a maximum of five compressors which can hold three tons of garbage. Currently, the main landfill site for Mafraq is Al Husseini. Most of the containers for rubbish are old and have not been maintained. They have been moved by residents from outside their houses and thus need to be resituated properly in consultation with the community. With addition of the Syrian refugees, the city of Mafraq now spends approximately 18% of its budget on waste management excluding salary costs.
However, resources are not sufficient to cover the costs necessary to extend services to all its residents and at the same time provide regular service towards locals. In Sabh, the amount of garbage has increased from 15 tons to 25 tons daily. With the municipalities unable to cope with the increased waste, there has been an increase in illegal dumping, and the inappropriate disposal and burning of waste, all of which contributes to water, soil, and air pollution.

In the Governorate of Irbid, prior to the influx of refugees, garbage was collected twice daily in the city by laborers using compressors or vans which had a capacity of 1-3 tons. This was then transferred to compressors with a 9-12 ton capacity and transported to one of three landfills (Al Sari, Toqboi and Alakeeder).

Due to the influx of refugees, the municipality has had to increase the frequency of collection with the same resources. The municipality’s needs assessment shows that the municipalities identify the increase of solid waste as a pressing problem. The question was, “What is the nature of problem?” 13% in Irbid and 5% in Mafraq explicitly stated the influx of refugees as the cause.

A combined 35% in Irbid and 22% in Mafraq place the blame on the municipalities’ inability to collect waste and on a lack of capacity rather than on refugees or an increase of solid waste.

3.16.3. Water

The second most urgent problem in 23 out of 36 municipalities

Qualitative Findings:

- Increased demand (due to increase in local population and especially Syrian arrivals)
- Water distribution network is old and dilapidated with high loss rates
- In some areas the over-ground network poses a threat of contamination
- Needs for new expansion to cover new housing areas
- Inadequate frequency of water supply (once a week for a few hours), by rotation and by neighborhood
- Frequent water shortages
- Weak water pressure, so pumps need to be purchased and installed, with extra cost to poor communities and extra costs in electricity bills
Supply does not reach high/mountainous areas, again due to weak pressure

Water purity is deteriorating; it has been access to be salty or muddy in multiple instances

Water purchased via water tank trucks is becoming prohibitively expensive

Syrians who are used to water abundance are an additional cause of supply shortage

New schools, mosques, and public places add to increased demand

In certain areas army and security camps or installations also add to local water shortages

**Priority Interventions**

- Alternative water sources (drilling new wells or rehabilitating old ones)
- Review underground water policy and regulations (theft and monopoly)
- Provide homes with fresh water cisterns and roof tanks
- Provide homes and schools with rain water collection infrastructure
- Build water towers for better pumping pressure
- Provide municipalities with own tanker trucks for cheaper water service

**Quantitative Findings**

The nature of the problem in the water sector was stated to be “increased demand” and “lack of water” by the municipalities in Irbid and Mafraq. While these responses appear to be the same issue, “lack of supply” implies the need to provide more water, with the obligation resting on the Government, while “increased demand” implies the influx of refugees as the source of the problem.

The consequences of the influx of refugees on water were stated to be water shortages, increased price of water, and deterioration of the water network. Therefore, the priority intervention recommended by the municipalities in Irbid and Mafraq are to “find alternative sources”, which includes digging new wells or providing water tanks, followed by “water network maintenance” and “increase water pumping”.

**3.16.4. Infrastructure**

**Qualitative Findings**

Road Building & Maintenance – The third most urgent problem in 18 out 36 municipalities
A preexisting problem

- Road network to, around or within municipalities in the Northern/North-Western Badia is in need for maintenance especially those that are immediately affected by the Zaatari camp as well as the international road leading to the camp
- New roads need to be built due to geographic expansion
- Basic refurbishment of roads to agricultural areas could revive the agricultural sector and aid the rural economy.

Street Lighting – No 3 Problem in 18 out 36 municipalities A preexisting problem

- Street lighting needs maintenance
- New expansions due to geographic growth
- Many municipalities are indebted to the electricity institute.

Hence, rationing is becoming an imperative. Some municipalities turn off street lights at midnight or use the bean number sequence for street lighting

- These issues present growing security risks, with crime (especially cattle thefts) on the increase

Priority Intervention

- Maintenance of light units and installation of high quality energy saving bulbs
- Develop alternative sources of energy such as solar powered street lighting

3.16.5. Electricity Supply

Qualitative Findings

While electricity service delivery has not been perceived to have decreased greatly, increased financial burden and power outages are reported as problems.

The response that refugees should pay higher prices than Jordanians as a priority intervention may show that the problem is perceived as being associated with the influx of refugees.

3.16.6. Sanitation

The fourth most urgent problem in 18 out 36 municipalities

Qualitative Findings

Preexisting problem

- Increased load on sanitation networks, where available
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- Network needs maintenance or expansion
- With the exceptions of Irbid, Mafraq, and Ramtha, almost all other smaller municipalities have no sewage systems. Poor quality topography of these areas means that addressing this problem would require considerable planning
- Home sewage cisterns are overflowing and disposal cost is becoming prohibitive due to distance to treatment plant
- Risk of contamination of underground water and aquifers with sewage in some areas
- The whole Za’atari area is built over a major aquifer Priority Intervention
- Municipality-owned sewage tanker trucks
- Mapping of locations with potential pollution threats Government Services
- Education
- Healthcare

Provisions of the 1955 Municipal Law could be reinstated in a forthcoming law amendment that gives back the responsibilities of basic education and healthcare to municipalities.

This would empower constituents to decide on municipal priorities like building a school or a health center without any central government intervention.

3.16.7. Education

The most urgent priority in 26 out 36 municipalities

Qualitative Findings

According to UNHCR, some 83,232 Syrian children were registered in Jordanian public schools as of Oct 17 2013.

More importantly, despite efforts to encourage Syrian children to enroll in Jordan’s public schools, over 60 per cent of roughly 250,000 school-aged Syrians remained unregistered as the 2013-14 school year began, according to UNICEF.

A pre-existing problem
- Several schools are becoming too old and need maintenance or expansion due to population increase
• With Syrian arrivals, many school classrooms are overcrowded, something which was already a problem before

• Many schools have converted to two-shift timings.

This entailed a shortening of classes to 35 min from 45 in addition to teachers working overtime that they are not compensated for.

• School principals and teachers complain that Syrian pupils’ level of education is behind that of their Jordanian peers, often because the war has meant interrupting their schooling for the majority.

• School principals and teachers also complain about the difficulties they face in trying to teach Syrian pupils with a different conservative value system than the host communities.

• These issues are already causing difficulties at schools.

• Syrian students, with the exception of first graders, do not have a health certificate.

3.17. Basic Information About

1. Al-Karak Municipality
2. Zarqa Municipality

Why did I choose these municipalities to talk about them?

This is because they are one of the largest and oldest municipalities in the first category. They are municipalities with a large area, and there is accessible information about them, through which they can know the problems of the municipalities, their duties and their responsibilities. This is one of the reasons for writing this thesis, the weakness of information about these municipalities, especially the municipalities of southern Jordan.

1. Al-Karak Municipality

Greater Al-Karak Municipality, established in 1893, is the focal point of all the city’s development efforts. It is mainly responsible for city planning and zoning, the building of infrastructure (e.g. roads, playgrounds and gardens and storm water protection), the acquisition of land for public needs, traffic management, issuing building permits, the construction and management of public markets, shop licensing and the control of street vendors, the control of signs and advertising, waste
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collection, hygiene control in residential buildings and public spaces, the development and management of parks, the provision of land for cemeteries and cemetery management, the demolition of unsafe buildings, the control of animal markets, and the management of municipality assets.

Al-Karak Municipality is highly cooperative and will make every effort to support revitalisation projects. It is ready to give priority to projects that reinforce and diversify the attractiveness of the city.

The municipality uses community participation as a tool for local planning. With some additional capacity-building efforts, these mechanisms can improve planning, including water planning, at local level. In this context, Al-Karak Municipality has launched numerous local initiatives in cooperation with local NGOs. The municipality undertakes regular activities with institutes of young people and women and has augmented an advisory board to deal with services-related issues, including water-related problems. This institutionalised, multi-stakeholder platform has a positive impact on the legitimisation of the public’s demands and on dialogue with central government.

2. Zarqa Municipality

Phase 1 of Planning for Local Economic Development: Municipal Strengthening Action Plan and Investment Opportunities Background Local Economic Development pave the way toward increasing the economic potential of a region and provides a guide for decision-makers to ensure community and economic prosperity. The Municipal Local Development Unit (LDU) at the Zarqa Municipality in cooperation with the USAID Local Enterprise Support Project (USAID LENS) has begun the process of planning for local economic development. The first phase of developing a local economic development plan focused on bringing relevant community stakeholders and investors to the planning table. It employed the first stages of the World Bank (WB) methodology which integrates the City Development Strategies (CDS) approach into long-term local economic development efforts. The process focused on participatory planning in which public and private sector actors and civil society institutes (CSO) jointly augment the best conditions to support economic growth and work creation. This process consisted of: J A Steering Committee headed by the Mayor and members of the public and private sector and Technical and Media Committees comprised of LDU and municipal technical experts. J Collection and
analysis of information from the municipalities. J Strategic planning workshops. J The strategic planning workshops were held over the course of two days and were attended by over 75 people representing public and private sectors actors and CSOs. On the first day, participants discussed the economic reality in the municipality, followed by identifying strengths, weaknesses, opportunities and threats (SWOT 10 | BACKGROUND Analysis) and then weighed the priorities. On the second day, the results of the questionnaire and SWOT analysis were presented and discussed, and then participants augmented a vision, mission, and strategic goals. Finally, the investment projects were identified J Identification of potential projects based on leveraging local strengths and opportunities. During this stage, steering Committee meetings were held to vet the outcomes of each phase, and advisory meetings were held with the private sector. The outcomes of this phase emphasized two important aspects which support economic prosperity and sustainability: J the institutional needs of the municipality, shared across all municipalities in Jordan; and J investment opportunities in each municipality. The institutional strengthening action plan describes the outcomes of phase one and takes an in-depth look at the municipality, outlining the actions required to better prepare and implement local economic development. Along with the institutional action plan, this plan proposes investment opportunities identified by the municipality and stakeholders. The opportunities described in this document will be used to seed investor commitments, in conjunction with the Jordan Investment Commission and national and governorate level institutions. The second phase of local economic development will consist of an in-depth economic sector, sub-sector and value chain analysis that will lay the groundwork for practical actions and activities to increase private sector partnership and investment, and in turn lead to an increase in works and competitiveness of the municipality.
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