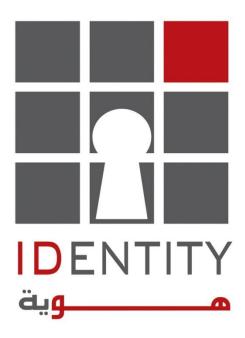# Municipality Civilian Monitoring Groups

Manual and Toolkit

IDENTITY
هوية

Preamble

This manual is a result of a pilot program carried out by the Identity Center in collaboration with the Future Pioneers Association. The pilot program was launched under the title "Municipalities Civilian Monitoring Groups". The pilot program will perform a supervisory role in the formation of active social groups in small communities. The program will encourage these groups to practice social responsibility and bridge existing divides between local communities and their municipalities.

In the absence of a decentralized system, municipalities are the only organizations capable of satisfying community needs in an institutionalized manner. Municipalities are responsible for a number of functions that are closely related to the daily needs of Jordanians. Furthermore, municipalities are also locally elected institutions capable of directly addressing the unique needs of their communities. Yet, most Jordanians are not pleased with the work of the municipalities in much of the Kingdom.

This situation cannot be attributed to a single cause. Rather, a number of elements exacerbate this general dissatisfaction and further the divide between municipalities and their communities.

Likewise, municipalities should not be held solely responsible for this predicament. It is therefore necessary to objectively study this issue from multiple vantage points, thereby allowing the identification of necessary

mechanisms for both cohesion between the needs of the local and municipal community, as well as the development of municipal productivity and the satisfaction of their people's needs.

We must appreciate that the development of municipal capabilities cannot be achieved without a comprehensive agenda for political reform. The municipalities lost a substantial degree of their power and authority as a direct result of an increased parliamentary role. The parliament shifted from being the legislative arm of the country towards an institution focused on the provision of services to the members of the country's electoral directorates. The provision of services was initially reserved for municipalities, while parliamentary members were mandated to focus on national functions falling within the traditional purview of the parliament.

There is a direct correlation between the institutionalization of the municipal role and the increased degree of work undertaken by parliamentary members. Once municipalities are sufficiently capable of satisfying the needs of the people, parliamentary members will no longer be required to provide services; therefore, the provision of these services will no longer determine election results.

The first part of this Manual summarizes the project's main outcomes and conclusions. The second part identifies a number of potential tools to allow social activists to both effectively engage in a supervisory role over municipal work, as well as overcome divisions between citizens and their municipalities. These objectives can be achieved by focusing on the people's needs and priorities and the realization of these goals through an institutional engagement with their municipalities. The third part of this Manual explains key municipal obligations that have been designated through law and legislation.

<u>Introduction of the Project:</u>

This pilot project was implemented in six municipalities within Ajloun and Tafilah, the following municipalities were selected from the district of Ajloun: the municipalities of Ajloun, Shafa and Kafranjah. In addition to the following municipalities from the district of Tafilah: the municipalities of Tafilah, Hassa and Qadisia.

The district of Ajloun is located in the Northern part of Jordan. According to the numbers provided by the Department of Statistics, the area of Ajloun is 420 square kilometers, which is 0.47% of Jordan's overall area. The population of the district is 146,900 (74,800 males and 72,100 females). This is 2.3% of the aggregate population in the kingdom. It is estimated that the population density is 350 per square kilometer, the average income per family is around 7,470 Jordanian Dinars per year.

Tafilah is located in the southern part of Jordan. According to the Department of Statistics, the area of Al Tafilah is 2,209 square kilometers, which is 2.49% of Jordan's overall area. The population of the district is 89,400 (45,500 males and 43,900 females). This is 1.4% of the aggregate population in the kingdom. It is estimated that the population density is 40.5

persons per square kilometers, the average income per family is around 7,418 Jordanian Dinars per year.

The Project was implemented through the formation of groups of local social activists in the six municipalities mentioned above. Each group has five activists. The total number of activists in both directorates was 30 (male and female activists). The activists participated in a training workshop aimed at introducing the project as well as the municipal duties. Furthermore, the activists were introduced to the supervisory mechanisms and tools that will be used during the project. The activists went on field trips to collect the required information through four main tasks: (1) participate in focus group meetings with local communities (2) investigate the opinions of local communities via surveys (3) evaluate the internal work of the municipalities through special surveys (4) interview representatives of the surveyed municipalities.

Once the activists collected the data, the data was analyzed to determine conclusions. Furthermore, an evaluation workshop was carried out in each district to introduce the opinions of the activists and the most important learned lessons gained from the implementation of the Project. A conference was organized to launch and discuss the results with the relevant representatives of the surveyed local communities, civil society institutions, Ministry of Municipal Affairs, and the representatives of the surveyed municipalities.

Main Results:

In relation to the satisfaction level of the people regarding municipalities and the provided services:

- A clear level of dissatisfaction was present among the members of the local community in regards to the progress of municipal affairs. 70% of surveyed people indicated that generally, they are not satisfied with the progress of municipal affairs. 16% answered that they were satisfied, while 14% were not sure.

- In relation to their satisfaction as to the basic services provided by the municipalities, the results were as follows:

Service	Fully Satisfied	Not Satisfied
Paving Roads	33%	67%
Road Lighting	21%	79%
Opening Public Markets	10%	90%
Opening Public Parks	24%	76%

Cleanliness of Roads	31%	69%
Garbage Collection	34%	66%
Public Health Control	26%	74%
Availability of Public Monies	22%	78%

- Upon asking about the satisfaction percentage related to services. The results were as follows:

Satisfaction level related to the services of the local municipal council	Excellent	Good	Acceptable	Poor	Not satisfactory
Paving Roads	6%	17%	38%	6%	34%
Road Lighting	5%	15%	41%	12%	27%
Opening Public Markets	1%	6%	24%	10%	60%
Opening Public Parks	1%	5%	21%	8%	65%
Cleanliness of Roads	5%	20%	28%	14%	33%
Garbage Collection	6%	17%	28%	11%	38%
Public Health Control	4%	9%	31%	14%	43%
Lack of Public Monies	3%	4%	29%	11%	53%

- The citizens were asked to evaluate the problems that faced the Municipal Council. From their point of view on a scale from 1 (being a major problem) to 5 (being a trivial problem). The results were as follows:

Main Issues Facing Municipal Council	1	2	3	4	5
Paving Roads	33%	29%	19%	8%	11%
Road Lighting	24%	24%	26%	15%	11%
Opening Public Markets	41%	24%	13%	9%	12%
Opening Public Parks	44%	15%	14%	18%	9%
Cleanliness of Roads	25%	25%	29%	13%	8%
Garbage Collection	25%	27%	30%	9%	9%
Public Health Control	27%	24%	27%	10%	12%
Administrative Corruption and Instrumentation (Wasta)	45%	13%	15%	13%	14%
Lack of Public Monies	40%	21%	14%	12%	14%

- Citizens prioritized their needs related to the services provided by the Municipal Council on a scale of 1 (being a low priority) to 5 (being a top priority). The results were as follows:

The Priorities that must be handled by the current Municipal Council	1	2	3	4	5
Paving Roads	24%	20%	21%	8%	21%
Road Lighting	15%	23%	23%	15%	26%
Opening Public Markets	24%	14%	18%	17%	23%
Opening Public Parks	23%	12%	23%	24%	26%
Cleanliness of Roads	20%	16%	20%	16%	27%
Garbage Collection	21%	19%	19%	18%	21%
Public Health Control	15%	12%	18%	18%	33%
Combatting Administrative Corruption and Instrumentation (Wasta)	17%	11%	11%	18%	41%
Public Monies	22%	12%	15%	17%	31%

The main points resulting from the focus group meeting:

The discussions that took place within the focus groups confirmed that local communities do not possess a comprehensive understanding of the operating mechanisms of Municipal Councils. Local communities do not appreciate the work that can be done by the municipalities. The prevalent understanding is that municipal functions are limited to direct services. During the focus group discussions, the members of the local communities did not attempt understand the details of municipal work. It was clear that the participants in these focus groups had no clear or specific ideas regarding to the sources of municipal funding.

The discussions of the focus groups showed a mistrust in the Municipal Councils, even though these councils are usually elected (and appointed in special cases). The fact that the councils are generally elected did not reinforce trust in the elected officials. Generally speaking, the members of the Municipal Councils are not trusted and are believed to be guided by personal or sectarian interests.

One of the main problems discussed during the focus group meeting was related to the approach of the Municipal Council's members. The view switched from a voluntary service based approach to one located in prestige and tribal affiliation. This view was exacerbated by the fact that many of the current or previous members of the Municipal Council do not outline any real programs or platforms in their electoral campaigns.

The members depend on their public relations and tribal background, in addition to finances. This contributed to the permanent dissatisfaction of tribal members who are unable to achieve representation in the Municipal Council because that they cannot win enough votes to compete with other, larger tribes.

A general dissatisfaction was expressed in relation to the performance of municipal employees. Numerous criticisms were expressed regarding poor compliance with the working hours. It was also mentioned that most of the municipal employees were hired based on instrumentation (Wasta); the employees were not adequately qualified, performed poorly, and were unable to satisfy their professional duties.

It is important to note that the participants in the focus group meeting did not know the job description of each position within the municipality. Therefore, their opinions were based upon direct impressions that were the result of personal encounters with the municipality or a general dissatisfaction from the municipalities' performance.

The participants in the focus group meetings believed that the growing corruption in Municipal Councils was due to the absence of real supervision over municipal work.

The participants in the focus groups criticized the level of education of some of the elected members of Municipal Councils. The participants confirmed that it was important to include a minimum academic requirement for candidates in the relevant legislation. The views in relation to this point varied; some participants indicated that the minimum academic level should not be less than high school graduation degree, while others insisted that the minimum academic level should not be less than a bachelor degree.

Main Results from Municipal Visits

Activists visited the municipalities and interviewed workers and members of the Municipal Councils. Also, participants conducted a self evaluation in relation to some aspects. The results were as follows:

The main municipalities in the two districts, namely the municipality of Ajloun and Tafilah, had clear and defined administrative and regulatory structures. This was not the case in other municipalities. A representation of the administrative and regulatory structure of these municipalities is not readily obtainable for citizens or researchers. It was also noted that the identification of the duties of each department in the municipality and the job description of each worker therein is also not readily available.

As for the employees, the observers noted that the number of bachelor degree holders was sufficient for the satisfaction of the needs of municipalities. The problem, however, is related to the efficiency of the employees. It was noted that the employees are not adequately efficient at carrying out their duties; this is largely a result of the bureaucracy's being insufficiently trained.

The observers noted that the majority of municipalities do not have a clear strategic plan for work. Also, it was noted that their duties are limited to routine work, while substantial aspects of their duties are neglected, especially in relation to their role in the environment and preserving heritage.

The observers found that the main reasons for these weaknesses were insufficiency budgets and a severe lack of motivation in the Municipal Council for the undertaking of a number of projects.

It was clear that the Municipalities are incapable of staying in touch with the progress of local communities. Therefore, their performance was found lacking. This shortcoming was in large part due to the poor strategic coordination between the municipalities and the communities. The relation between municipalities and citizens is limited to the daily interactions and does include holding consultation sessions for instance.

The Main Results of the Interviews with Members of the Municipalities:
Most of the members of the Municipal Councils confirmed that there is a gap between the people and the municipalities. This gap is a result of the unawareness of the challenges that are facing the municipalities, especially financial struggles. Therefore, the people have unrealistic expectations in relation to Municipal resources.

The members discussed the absence of positive interaction between local communities and their municipalities. They also referred to a clear gap in relation to this matter, and they confirmed that it is essential that practical mechanisms are introduced for positive re-engagement between the local community and the municipality.

The members of the Municipality Councils complained that the applicable legislation does not provide the requisite authorization for carrying out municipal duties. They also talked about municipal independence in decision making. The municipal independence is partial and incomplete; this legislation must be reviewed to ensure that municipalities are granted full

independence when making decisions that will positively affect the municipal level of performance.

In regards to municipal staff, the members of the Municipal Councils described most of the staff as being appropriately qualified with suitable academic backgrounds for carrying out their respective duties. However, the problem is related to fiscal and training shortcomings in the municipalities. The salaries of the employees are insufficient, which pushes some employees to work other, undeclared jobs which negatively affect the employee's work for the municipality. Furthermore, the lack of appropriate training limits the development of the employee and their ability to stay in touch with the surrounding community progress.

Lessons Learned

1. **Field monitoring** – After this first phase of the pilot project it was agreed that the forms used by the field monitors needed to be shorter and simpler to be understood by the municipality staff and communities. Additionally it was deemed that some important questions were missing, for example regarding the impact of the financial situation of the municipality staff on their job performance – as many often had second jobs in addition to their municipality work. All monitoring forms were revised based on this experience for the final manual.

2. **Focus Groups** – It became clear during the focus groups how little the communities understood about the work of the municipalities and their mandates. This means that when asked to evaluate their performance they missed key aspects of the municipalities' roles altogether. In future rounds of the project basic awareness raising as to the work of the municipalities for communities needs to be built into the project plan.

3. **Ministry of Municipal Affairs** – Identity Center was concerned at the start of the project that the Ministry of Municipality Affairs would not be supportive of the project and may try to block activities, therefore time was taken before they were informed of the activities of the project. However the Ministry, once involved, was extremely supportive of the project and its activities. Their earlier involvement in future rounds of the project will help to ensure the buy in of

municipalities and their data base can be accessed as a source of baseline date. In future Identity Center plans to liaise much more closely with the Ministry and share data and experience in the future.

4. **Project Length** – In a future round of the project which is not so bound by time constraints, Identity Center would like to increase the length of both the training and the field work. The training could have covered some topics in more depth and further time for information collection given the amount of time the monitors spent trying to track down municipality staff.

5. **Meetings with Municipalities** – The meetings with Municipality board members were held with each municipality at the start of the monitoring phase to introduce the projects. Whist this was important in helping them to accept the activities of the project, a further municipality level workshop involving municipality boards, staff and communities would be of great benefit.

6. **Launch Event** – The Launch Event was one of the most important outputs of the project; it brought together representatives of the municipality staff, local community and the Ministry. For the first time they all found a joint platform to discuss their issues. The community had the space to raise many complaints to which the staff were able to defend with the Ministry observing and providing inputs. Key themes discussed included the inability of municipalities' to perform because of lack of funding. Identity Center invited an Expert

in Municipality affairs to join the event and he was able to educate all stakeholders as to their rights as municipalities. This included the right, under law, of each Municipality to 250 million Jordanian Dinars per year as their percentage of the fuel tax. Currently municipalities are only achieving around 45 million. This demonstrates how increased awareness will increase accountability at all levels.

During the event the performance of the municipality staff was heavily criticized by the communities. The complaints included their lack of qualifications and the method of their appointments, which were not seen as transparent. In addition there were complaints surrounding the continuation and stability of the municipality after each election, as each new board wants to start from scratch

7. **Media Interest in Local Issues** – It became clear during the events of the pilot project that the media is not interested in local or municipality issues. Identity Center events on Ministry or Parliamentary issues are usual very well attended by the media who generate a number of reports on each event. Not a single representative of the media attended the launch event for the municipality monitoring project. Further work is needed to educate and involve the media in issues of local interest.

8. **Education Level of Municipality Boards** – One of the key remarks raised by communities was the level of education of the municipality boards and in particular the Heads of the Board, who were often seen

as uneducated and restricted in their work and vision. The communities requested that the law be changed so that persons running for municipality council elections would have a minimum of a bachelor degree. Identity Center will look into these and other issue of the municipalities' law in future and may undertake further policy analysis policy papers and advocacies on these issues.

9. **Timing of the Project** – Identity Center and its partner were keen to undertake the pilot project in the time allowed before the year end. However on reflection the project was incredibly time pressured which put undue pressure onto staff. Although all of the costs of the project were covered within the project period the Identity Center has decided to spend a short amount of extra time on the production on the manual to ensure that the end result is not affected. Lessons from this project have been learned about the time planning of projects.

Municipal Duties and Obligations:

Municipal Objectives:

1 Improve and develop infrastructure.
2 Develop and support public sanitary services.
3 Improve environment and health.
4 Carry out service projects to develop municipalities.
5 Coordinate with relevant sources to secure the requisite funding to carry out proposed projects.
6 Facilitate the establishment of investment projects to enhance the resources of municipal funds.
7 Reach out to the various sectors and aspects of the local community.
8 Ensure that municipalities are engaged in all aspects of public work.
9 Cooperate with the Association of Social and Voluntarily Work.
10 Enhance the level of services provided for the public.
11 Increase the qualifications of the municipalities' workers and develop their skills.
12 Perform comprehensive steps towards reform in the municipalities .

Municipality Duties:

1 <u>Planning of town and streets:</u>

Plan towns and streets; cancel, revise, and define the width and straightness of streets; build, maintain, clean, light, name, and number pavement; number buildings; beautify communities; plant trees and prohibit any violation thereon; supervise open lands and require owners to erect fences there around.

2 Building licenses:

Supervise the erection of buildings, their demolition, and their reconstruction; install elevators and grant licenses to carry out these activities; define the location of buildings, their form, and their occupied area vis a vis the overall area of land; ensure compliance with sanitary conditions.

3 Sewage:

Divert rainwater; build, manage, and supervise public restrooms and sanitary facilities.

4 Public markets:

Establish and manage public markets and identify the goods sold therein; prohibit the sale of goods outside the relevant public market.

5 Vocations and industries:

Regulate vocations and industries; identify the relevant neighborhoods for the establishment of appropriate shops; supervise shops; supervise noisy activities or ones that may negatively affect public health.

6 Land transportation:

Establish, specify, regulate, and control transportation stations within municipalities.

7 Public shops:

Regulate and control restaurants, cafes, clubs, bars, nitghclubs, playgrounds, cinemas, theatres, and public amusement parks; specify their opening and closing hours; impose and collect fees on their entry tickets.

8 Parks:

Establish playgrounds, amusement parks, gardens, pools and washing rooms.

9 Fire stations:

Undertake precautionary measures to prevent fires; supervise fuel and flammable materials; regulate the sale and storage of these materials; secure and maintain fire extinguishers.

10 Flood precautions:

Carry out the precautionary measures to minimize the damages resulting from floods and excess water.

11 Rescuing the afflicted:

Rescue people afflicted by fire, floods, earthquakes, and other natural disasters; collect donations and distribute them.

12 Cultural and athletic institutions:

Establish and manage museums, public libraries, public schools, as well as public, cultural, social, athletic, and musical clubs.

13 Food:

Supervise the sale of bread, meat, fish, fruit, vegetables, and other nutritional foods, as well as take the necessary precautions to prevent any manipulation therein; destroy rotten food; facilitate the prevention of increased prices.

14 **Supervision of slaughtered meat and slaughterhouses:**

Examine slaughtered poultry and meat; ensure that necessary precautions are employed to prevent the contamination of these products; identify locations of sale; supervise the slaughter process and the disposition thereof; manage the establishment of slaughterhouses.

15 **Cleanliness:**

Manage the collection of garbage and waste from houses and public shops; remove and destroying these materials.

16 **Sanitary control:**

Supervise sewage disposal in houses and commercial enterprises to ensure that it is being carried out regularly; inspect sanitary tools; carry out extermination processes to eliminate mosquitoes and other insects.

17 **Public health:**

Carry out all necessary precautions and measures for the protection of public health and prevention of epidemics.

18 **Graveyards:**

Build, remove, supervise, and allocate graveyard locations; oversee their description; move and bury the dead; regulate space and conserve gravestones.

19 <u>Precautionary measures:</u>

Undertake all precautionary measures necessary for the protecting of people and their monetary situation; carry out damage and accident control precautions for the execution of any of the activities mentioned in this article.

20 <u>Street vendors, stalls, and street stores:</u>

Control and regulate the activities of street vendors, street photographers, porters, shoe cleaners, stalls, and street stores.

21 <u>Advertisements:</u>

Distribute licenses and supervise announcements and advertisements.

22 <u>Demolition of falling buildings:</u>

Demolish buildings that are considered a hazard to the health or safety or buildings that emit bad odours upon warning its owner, occupant, or the person in charge thereof.

23 <u>Scales:</u>

Weigh goods that are sold in public markets, outside shops, and storerooms.

24 <u>Street waste:</u>

Sell or use street waste.

25 <u>Dogs:</u>

Control, license, and terminate stray dogs; take the necessary precautions to eliminate their risk.

26 <u>**Animals:**</u>

Control animals used in transportation and freight; regulate animal and livestock markets; prohibit their sale outside of these markets.

27 <u>**Budgeting, deducting balance, and property:**</u>

Approve the annual budget; close property accounts prior to their being sent to accreditation bodies.

28 <u>**Dispose of municipal funds:**</u>

Manage municipal funds and assets; erect necessary buildings; lease, mortgage, sell, and buy requisite buildings in accordance with the terms of law; accept donations, grants, and wills.

Local Community Questionnaire

Q: Generally, how are things going in .... municipality? (Satisfactory/ not satisfactory/ not sure)

Comments :...

The most significant problem in the municipality: on a scale of (1 being the least significant and 5 being the most significant)

	1	2	3	4	5
Paving Roads					
Lighting Roads					
Opening Public Markets					
Opening Public Parks					
Cleanliness of Roads					
Garbage Collection					
Controlling Public Health					
Instrumentation and Administrative Corruption					
Lack of Public Monies					

The satisfaction level in relation to the provided services

	Excellent	Good	Medium	Low	Not Satisfactory
Paving Roads					
Lighting Roads					
Opening Public Markets					
Opening Public Parks					
Cleanliness of Roads					
Garbage Collection					
Controlling Public Health					
Availability of Public Monies					

The general satisfaction level in relation to the provided services

	Satisfactory	Not satisfactory
Paving Roads		
Lighting Roads		
Opening Public Markets		
Opening Public Parks		

Cleanliness of Roads		
Garbage Control		
Controlling Public Health		
Availability of Public Monies		

The priorities that must be addressed by the Municipal Board: on a scale of (1 being a trivial priority to 5 being a top priority)

	1	2	3	4	5
Paving Roads					
Road Lighting					
Opening Public Markets					
Opening Public Parks					
Cleanliness of Roads					
Garbage Collection					
Controlling Public Health					
Combatting corruption and Wasta					
Making public Monies available.					

Comments:

Local Society Survey (Advanced)
Section one: Problems that face families (related to municipal work)

101	What are the main three problems that are facing your family now?

1-
_____
_____

|__|__|

2-
_____
_____

|__|__|

3-
_____
_____

|__|__|

102	What are the main three personal problems that are facing you now?

1-
_____
_____

|__|__|

2-
_____
_____

|__|__|

3-
_____
_____

|__|__|

103	Is there any urgent matters on the neighborhood level/your residence are that was not resolved by the municipality?

Yes	1	
No	2	|__|
Not sure/ I do not know	8	
I refuse to answer this question	9	

104	Any other issues you want to raise for the researcher? what are they?

1- _____		|__|__|
	2- _____	
3- _____		|__|__|
		|__|__|

105	Is there any urgent matters on .... municipality level? Do you think that the government and the municipality are capable of resolving this issue and it is nevertheless not addressed yet?

Yes	1	|__|

No	**2**	
Not Sure/ I do not know	**8**	
I refuse to answer	**9**	

1- _____ _____	|__|__|
	|__|__|
2- _____ _____	|__|__|
3- _____ _____	
Do you have any other issues you want to raise for the researcher? what are they?	

Section Two: Economic Situation of the Family

201	How do you describe your and your family's economic situation, how would you situation affect the municipality's ability in providing services?

is it (read			

Very Good	1		
Good	2		
Medium	3		|_
Bad	4		|
Very Bad	5		
Not sure/ I do not know	8		
I refuse to answer the question	9		

202	Is your family's economic situation now (Read

Much better than 12 months ago	1		
Relatively better than 12 months ago	2		
Still the same	3		|_
Relatively worse than 12 months ago	4		|
Much worse than 12 months ago	5		
Not sure/ I refuse to answer.	8		

		9		

203	**Did you ask your family or any other person for help within the last 12 months to manage living costs?**			

Yes	1		
No	2		
Not sure/ I do not know	8		
I refuse to answer	9		

204	**Who did the family ask help from, did you ask for help and did you get it? (Read):** if the answer is "**YES**" ask question no. 205 otherwise move to the next clause) (ask all the questions provided in the below table)
205	

	ques tion 204 ☐			Que stio n 205 ☐									

	yes	no	do not remember	refuse to answer				yes	no	do not remember	refuse to answer		
1- Parents/ relatives/frie nds	1	2	8	9		|__|		1	2	8	9		|__|
2- Natio nal	1	2	8	9		|__|		1	2	8	9		|__|

suppo rt fund											
3- Zakat fund	1	2	8	9		|__|	1	2	8	9	|_ _|
4- Comm ercial Banks	1	2	8	9		|__|	2	3	8	9	|_ _|
4- other (Speci fy):☐ ____ ____ ____ ____	1	2	8	9		|__|	2	3	8	9	|_ _|

Section three: Services ☐

301	How do you evaluate the following services in light of the existing Municipal Board: "Phone Services" is this services 1. Very good 2. Good 3. Medium 4. Bad 5. very bad 6. not applicable 7. I do not know 8. I refuse to answer (Researcher: ask about all the items included in the below table)

	Symbol		*Why services are bad/very bad?*		
1- Phone Services		|__|			|__|__|
2- Water Services		|__|			|__|__|
3- Garbage Services		|__|			|__|__|
4- Electricity Services		|__|			|__|__|
5- Public Transportation		|__|			|__|__|
6- Road Maintenance		|__|			|__|__|
7- Cleanliness of Roads		|__|			|__|__|

8- Sewage services		|__|			|__|__|
9- Postal		|__|			|__|__|
10-Elimination of environmental pollution		|__|			|__|__|
11- construction licensing services		|__|			|__|__|
12- vocational license services		|__|			|__|__|

302	**Do you have a health insurance that covers (read)**

All Family members with no exception	**1**		
some of the family members	**2**		
No health insurance covering any of the	**3**		|__|
family members	**8**		
not sure/ I do not know	**9**		
I refuse to answer			

303	**Is the health insurance covering family members a private one (Read)**

	Yes	*No*	*Not sure/ I do not know*	*Refuse to answer*		
1- Ministry of Health (Public)	1	2	8	9		|__|
2- Royal Medical Services	1	2	8	9		|__|
3- Private company	1	2	8	9		|__|
4-other (Specify) _____	1	2	8	9		|__|

Did you or any member of your family visit any of the "Comprehensive Health Clinics" located in ....area during the last 12 months? (ask all the questions listed in the below table) (if your answer is "YES" for any of the items listed below, ask questions no. 305 and 306 otherwise move to the next clause) Was the service satisfactory or not? is there pavement, transportation and roads... etc from the municipality to the health center within the area?	**304** **305** **306**

		Question 306 □ the swiftness of getting the service			Question 305 □ Level of the service			Question 304 □ got the service	) within the municipality) for teh h						

										researcher: if not available in the area					

then put a circle on this item

		not sure	not satisfactory	Satisfactory				not sure	not satisfactory	satisfactory				not sure	no	yes	
|__|		8	2	1	|__|		8	2	1	|__|		8	2	1	**1- comprehensive health centers**
|__|		8	2	1	|__|		8	2	1	|__|		8	2	1	**2- First Aid centers**
|__|		8	2	1	|__|		8	2	1	|__|		8	2	1	**3- secondary clinics**
|__|		8	2	1	|__|		8	2	1	|__|		8	2	1	**4- child and mother care clinic**
|__|		8	2	1	|__|		8	2	1	|__|		8	2	1	**5- public dental clinic**
																6-other centers and clinics

		8	2	1			8	2	1			8	2	1	**(specify)** ☐ _____

Fourth Section: Education ☐

Any of your family members is studying in one of the public schools, in any educational level?	**401**

		1 **2** ☐ **move to question 501**		نعم لا

to what extent are you satisfied (Read) Researcher: (Ask all of the questions in the below table)							**402**

	Ref use to ans wer	**not sure**	**not satisfi ed at all**	**S o m e w h a t s**			

					satisfied:			
					low	medium	high	
|__|		9	8	4	3	2	1	1- buildings and public facilities of this school
|__|		9	8	4	3	2	1	2- provide books and accademic materials
|__|		9	8	4	3	2	1	3- percentage of teachers to students (number of students in class)
|__|		9	8	4	3	2	1	4- Sport and amusement means
|__|		9	8	4	3	2	1	5- quality of education

Section five: Miscellaneous

	501
The mayors and the members of the executive board in the municipalities are delegated to supervise and follow up on the implementation of the development projects in the directorates (decentralization), can you refer to the most significant development projects and the role of the municipality in performing these projects?	

|__|__|	1- _____
|__|__|	2- _____
|__|__|	3- _____
|__|__|	4- _____

	502
Did you go to any region within your municipality to do any transaction within the last 12 months?	

|__|	1	yes
	2	no
	8	Not sure/I do not know
	9	I refuse to answer

		How do you evaluate the services provided by these administrative bodies or municipalities during your last visit? (Read)	503

	1	Very Good
	2	Good
|__|	3	Intermediary
	4	Bad
	5	Very Bad
	8	Not Sure/ I do not know
	9	I refuse to answer

Why are these services bad?	504

|__|__|	1- _____
|__|__|	2- _____
|__|__|	3- _____

Have you filed any complaints to the administrative governor or any of his associates in relation to the municipal performance within the past 12 months?	505

|_|	1		Yes
	2		No
	8		I am not sure/ I do not know
	9		I refuse to answer

Was the complaint handled properly (read)	506

|_|	1		to a high extent
	2		to a medium extent
	3		to a low extent
	4		not satisfactory at all
	8		Not sure/ I do not know
	9		I refuse to answer

Tourism □

How popular are the touristic sites in your area:	507

		I refuse to answer	*I do not know*	*very low*	*Low*	*Medium*	*High*	

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		9	8	4	3	2	1	1. By Jordanians
|__|		9	8	4	3	2	1	1. By Jordanians
|__|		9	8	4	3	2	1	2. By Non Jordanians

In your opinion, what are the obstacles hindering the increase of tourists? — **508**

|__|	1	Roads
|__|	2	insufficient promotion
|__|	3	the staff and management of these locations
|__|	4	Main facilities (toilets and restaurants)
|__|	8	lack of local community support
|__|	9	Other
|__|	10	(Specify):_____
		_____
		I do not know

Are the people residing in touristic areas are interested in promoting the tourism in such relevant areas? (read) — **509**

	1	Highly interest
	2	Medium interest
|__|	3	Low interest
	4	No interest
	8	Not sure/ I do not know

	9	I refuse to answer

			510
Are there any touristic spots in this area that are not properly exploited or not exploited at all?			

	1	Yes
|__|	2	No
	3	Not sure/ I do not know
	4	I refuse to answer

What are they? (Researcher: write down in the appropriate place below the location and ask about every mentioned location)	*511*
What can be done to attract more tourists to this location?	512

		Question no. 512 ☐ *What can be done to attract more tourists:* ☐			**Question no. 511** ☐ *Location Place*	
|__|__|			|__|__|		1-
|__|__|			|__|__|		2-
|__|__|			|__|__|		3-

What is the most important thing that you wish to accomplish within the next 12 months? (Researcher: one answer only)	513

|__|__|	**The most important thing that you want to accomplish:** ☐ _____

SECTION SIX: Introductory data ☐

Gender   **605**   *Full age in years:*   **601**

|__|	1	Male	|__|__|		_____
	2	Female			

Relationship with Human resources during the week before the interview	**606**	*Educational Level*	**602**

|__|	1		Working	|__|__|	1	Illiterate
						Old System
	2	☐ (Move to question 608)	Does not work and is looking		2	Elementary
					3	Secondary
					4	High school
	3	☐(Move to question 608)	Does not work and is not looking			**New System**
					5	Elementary
					6	Secondary
					7	Vocational Training

		4	☐ (Move to question 608)	Housewife			8	Diploma
							9	Bachelor
							1	Professional Diploma
		5	☐ (Move to question 608)	Student			0	Masters degree and higher
							1	
							1	
		6	☐ (Move to question 608)	Retired				
		7	☐ (Move to question 608)	has an income for being ill or incapacitated				
		8	☐ (Move to question 608)	Other				

Work Sector:		607		Martial Status		603

	|_|	Public Private Other (Specify)_____			1 2 3	Single Married other (Specify):_____

Monthly Spending average per family in Jordanian Dinars.:	**608**	*Number of Family Members::*	**604**

|_|_|_|_|		_____	|_|_|		_____

Comments

Stages of Work

Name of Researcher		Name of Superviser		Name of person putting marks		Name of Data Entrant
Name:		Name:		Name:		Name:
Date: / /2013		Date: / /2013		Date: / /2013		Date: / /2013

Survey for evaluating municipalities provided by the observers:

Internal Factors	Note: this project aims at supervising the municipal work and not interfering in the municipal work in drawing its service		

		policies		
		The Administrative ■ and Human Resource structure of the municipality		
		1.1 **Scope of work in all departments and directorates**		
		a clear structure of the municipality is provided	There is no specific structure for the municipality	
			there is a very broad structure	
		A clear identification for each working department	No clear work scope in each department	

		Work scope is defined for some departments only	
	etc	etc	
	1.2 Staff		
	Clear job description for the staff	No clear job description is available for the staff	
	a good number of employees are university graduates	low number of employees are university graduates	
	Municipal employees received relevant training	A limited number (or none) of the employees received training	
	The financial position of the employees is satisfactory and the employees are focusing on their work	The financial position of the employees is not stable and they cannot focus on their work	
	1.3 Equipment		
	a good number of computers and softwares are available in the	a limited number of computers and	

		municipality		licenses is available in the municipality	
		Database is saved in the municipalities		Database is not saved in municipalities	
				Partial and on paper	
		There is a local network in the municipality		There is no local network in the municipality	
		Etc		Etc	
		2. Organizational Documents in place			
		The municipality has a strategic plan			
		The municipality has a strategic development plan		The municipality has no strategic development plan	
		The municipality has a master plan		The municipality does not have a	

Internal Factors		for urban areas		master plan for urban areas	
		The municipality has a planned structural plan from the time the municipality was set up, the plan is regularly updated within the area.			
		The municipality has an approved map for dividing the areas in the municipality and allows a swift licensing process		the municipality has no approved plan for the division of all areas within the municipality	
		The municipality has a fixed use plan for managing municipal lands (i.e. a map that identifies the restricted areas that cannot have construction therein for		The municipality has no fixed use plan for municipal lands.	

	environmental or heritage related purposes)			
	Etc		Etc	
	3. Cultural and Historic Heritage			
	The municipality has historic and cultural heritage in addition to numerous potentials for developing touristic areas and sites etc..)		there is no main cultural and historical heritage	
			The municipality has cultural and historical heritage, however it is not used and/or is in bad circumstances and/or is not being exploited for touristic purposes.	
	Local sites and public parks are locally available.		No local natural sites and public parks	
			Local natural and public parks are available but they are not used for touristic purposes.	

		Well maintained touristic facilities are available (hotels and campsites etc...)		No facilities are available within the municipal lands (or available facilities or services are in very bad status)	
		Increase in the number of tourists visiting the cultural or natural sites etc..		Low number of tourists	
		Numerous events local traditions and events are taking place to attract tourists (specify them)		No specific local or cultural traditions or events are available.	
		Etc		Etc	
		4. Location and natural characteristics			
		4.1 Location			
		The municipality is strategically located (describe) within the center of vital transportation center		The municipality is located outside the main transportation routes	

		The city is the center of the directorate		Provided that the center of the directorate is being completely used as needed	
Internal Factors					
		4.2 Climate circumstances			
		Moderate climate circumstances during the year		Harsh Climate Circumstances	
		Etc		Etc	
		4.3 Water Resources			
		New water resources (on the surface or groundwater)		Rare water resources	
		Etc		Etc	

		5. Environmental Situation			
		No polluted air in the municipality		Polluted air is mainly formed from artificial gas and/or traffic emission	
		No water pollution (surface and/or underground)		Water (surface and/or underground) is polluted (specify)	
		A good garbage collection system is available for solid and underground waste		No garbage collection system in the municipality	
				Garbage collection system is in place, regulation and equipment is not available for poor people.	
		The municipality has an independent or joint (with other municipalities) garbage dump station		The municipality has no garbage dump station	
		Sensitive biological parks and reserved areas are available near or within the municipalities lands (Specify)		No parks or reservoirs near or with municipality lands.	

			Parks or reserved areas are available near or within the municipality (but not properly managed)	
		Resources supplying underground water are protected	Resources supplying underground water are not protected	
		Etc	Etc	
		6. Infrastructure and Services		
		6.1 Transportation network		
		Transportation networks are available and are well maintained within the municipality	Transportation network is not sufficient	
			Sufficient transportation networks are available but poorly maintained.	
		Parking lots within the municipality are available and	Car parking lots are not sufficient	

		well maintained		
Internal Factors			Car parking lots are available but poorly maintained.	
		Etc	Etc	
		6.2 Public Transportation		
		Efficient public transportation within the municipality along with well located bus station.	No public transportation within the municipality	
			Public transportation means are available in the municipality but poorly maintained.	
		The municipality is connected with other parts of the country through a very well maintained regional transportation network.	No regional public transportation network	

		Etc		Etc	
		6.3 Water Network			
		Water pipes are available and are well maintained. these networks cover all municipal areas and are available for all the families therein. Water pipers work 24 hours a day.		Water pipes do not cover all areas in the municipality.A number of families are not connected to the network.	
				Water supply is limited to short hours during the day.	
				Water pipelines are in bad shape	
				a significant amount of water is lost because of leakage problems and/or illegal diverting parts in the water pipeline.	
		Etc		Etc	
		4.6 Sewage pipeline			

		Good sewage pipelines are in good shape and serve all areas within the municipality, sewage pipelines are connected to all families living therein		Sewage pipelines do not cover all areas within the municipality. Numerous families are not connected to this service.	
				Plant waste is not processed within the municipality (processing waste water facility)	
				Numerous families divert unprocessed waste water directly to the environment.	
Internal Factors		Etc		Etc	
		6.5 Electricity Networks			
		A new well maintained system is available to supply electricity to all areas within the municipality in addition to connecting all families therein. The electric system supplies electricity 24 hours a day.		Electricity networks do not cover all municipality areas, numerous families are not connected to electricity.	

				Supplying electricity is limited to few hours a day.	
				numerous illegal connectors are linked to the electricity network	
		Etc		Etc	
		7. Social and entertainment services			
		7.1 Education and Cultural Facilities			
		Educational facilities are readily available at almost all levels within the municipality. This guarantees education to all the municipality's young residents.		Educational facilities are not sufficient to meet all local needs of all levels	
				Education services are not evenly available within the municipality, some areas have no educational facilities.	

		The municipality has a good public library that is accessible to all residents.		No public libraries in the municipalities.	
				Available but not sufficient	
		The municipality has a cultural center that regulates numerous cultural activities.		The municipality has no cultural center, cultural activities are rare.	
				There is no museum (essential)	
		Etc		Etc	
		7.2. Public Health Facilities			
		A good number of public health facilities is available within the municipality. This provides the means to receive health and specialized health services for the residents of the municipality		Public sanitary facilities are not sufficient to meet the need of the municipalities' residents	
				Health facilities are not easily reached and there is a significant shortage in	

		specialized services.		
		Etc		Etc	
	7.3. Green Areas.			
		A few green areas are available within the municipality, which allows local residents to enjoy pleasant living circumstances.		No green areas within the municipality	
			Green areas are available but are not evenly distributed within the municipality	
		A good number of playgrounds is available in the municipality.		No local playgrounds are available in the municipality	
			Playgrounds are available but are not sufficiently distributed within the lands of the municipality	
		Etc		Etc	

Internal Factors		8. Social and Economic Circumstances			
		8.1 Demographic Composition			
		Number of youth in the municipality		Number of elderly in the municipality	
		numerous movements (internal and/or external) coming to the municipality due to its local economy		numerous residents left the municipality to look for jobs	
		Etc		Etc	
		8.2 Families			
		The average living income of families is moderate and may satisfy all the needs of the family.		The average living income of families is low (or very low)	
		Etc		Etc	

		8.3 Population			
		A good number of residential units is available in the municipality to meet the needs of the population		Available residential units are not sufficient to meet the needs of the population	
		Etc		Etc	
		8.4 Education			
		The level of education is generally acceptable for all local residents, especially for young generations. education forms an integral basis for local development		The level of Educations is low, and such constitutes an obstacle to local development	
		Etc		Etc	
		8.5 Employment and hiring			
		The average of employment is good and such is reflected on the stable economical circumstances		Unemployment rate is high and such is reflected on the poor local circumstances	

		Etc		Etc	
		8.6 Poverty			
		No concentration of poor areas is found among the residents of the municipality		Numerous areas of concentrated poverty is found among local residents (with low and no income) in addition to rare employment opportunities.	
		Etc		Etc	
		8.7 Random residences and immigrants camps			
		No unregulated residence areas within the municipality		unofficial residencies are available within the municipality, such have no or limited access to infrastructure and public services.	
Internal Factors		Municipality lands and construction is usually in compliance with acceptable construction licenses.			

		No immigrant camps are within or close to the municipality		The municipality has camps therein and such has limited access to infrastructure and services	
		Etc		Etc	
		9. Economic Activities			
		9.1. Public Economic Activities			
		The municipality has good economic activities, is known for the following sectors:		a weak economic activity that is limited to:	
		■ Agriculture (Specify)		■ Agriculture (Specify)	
		■ Agricultural		■ Agricultural	
		■ industrial (Specify its type) within economic zones outside the municipality.		■ Industrial (Specify)	

		■ High Education (specify the type: Commercial, touristic, specialized services) university- mid level commerce.		■ High Education (specify the type: Commercial, touristic, specialized services)	
		In addition to the existing economic activities, there is a number economic development potentials for the following reasosn:		No further potentials for the economic development due to the following reasons:	
		■ availability of good infrastructure within the special economic zone		■ No infrastructure	
		■ availability of skilled and professional youth		■ Lack of education among residents	
		■ Strong presence of private sector		■ No (or rare)presence of private sector	
		■ availability of natural and cultural heritage that may attract a lot of tourists.		■ No natural and cultural heritage	

				■ available but not properly used.	
		9.2 Special Economic Zones			
		Special economic zone is available in within the municipality, good cooperation relations and connections exist with the municipality.		Special economic zone is not available within the lands of the municipality	
				Special economic zone is available within the municipality (or close thereto) no cooperation relations or connections are available with the municipality	
		Etc		Etc	
		10. Financial resources and finance management			
		10.1 The budget of the municipality			

Internal Factors		The budget of the municipality is sufficient to meet its needs		the budget of the municipality is not sufficient to meet its needs	
		Etc		Etc	
		10.2 Tax and collecting revenue			
		The average revenue .....% of the municipalities tax due to the municipalities and revenue ......%		The average percentage of collecting taxes and revenue is low. This low percentage is due to the following reasons:	
				■ No municipal capacity to collect	
				■ No revenue collection by the government (specify)	
		Etc		Etc	
		10.3 Expenses of the			

		municipality		
		There is a good balance between the recurring and capitalized expenses as per the following:	No good balance between the recurring and capitalized expenses as per the following	
		■ recurring expenses (salaries and others)	■ recurring expenses (salaries and others)...%	
		■ capitalized costs (investment, projects etc...)	■ capitalized costs (investment, projects etc...)	
		etc	etc	

Annex

1. Quarterly Analysis :
(Points of strength, weakness points, opportunities, threats)

Points of strength:

Type of Work	Nature of Work	Time frame solution	Required solution		
		short term	mid-level term	long term	
		less than a year	1-4 years	more than 4 years	
1- strength					
2-strength					
3- strength					

Weakness Points:

Type of Work	Nature of Work	Time frame solution	Required solution		
		short term	mid-level term	long term	
		less than a year	1-4 years	more than 4 years	
1- weakness					
2-weaknes					
3- weakness					

Opportunities:

Type of Work	Nature of Work	Time frame solution	Required solution		
		short term	mid-level term	long term	
		less than a year	1-4 years	more than 4 years	

1-Opportunity				
2-Opportunity				
3-Opportunity				

Threats:

Type of Work	Nature of Work	Time frame solution	Required solution		
		short term	mid-level term	long term	
		less than a year	1-4 years	more than 4 years	
1-Opportunity					

2- Opportunity				
3- Opportunity				

2 Executive Program

The programs, projects and executive plans necessary to achieve the strategic goals (including the guidelines specified by policies):

1 Projects: (activities or duties necessary to achieve the plan)
2 Procedures: (consecutive steps describing in detail the manner in which these activities are carried out).
3 Annexes:
- the municipality budget for the last five years
- organizational structure
- Database

Current Projects and Programs

No.	Title of Project	Cost of Project	Launch Date of Project	Expiration Date of Project	Completion percentage	percentage of achieved costs	Funding source	Funding amount	Type of Financing	Percentage of funding in comparison to the total cost	Percentage of projects and programs of the budget
1											
2											
3											
4											

Future Projects and Programs

No.	Title of Project	Cost of Project	Launch Date of Project	Expiration Date of Project	Completion percentage	percentage of achieved costs	Funding source	Funding amount	Type of Financing	Percentage of funding in comparison to the total cost	Percentage of projects and programs of the budget

1										
2										
3										
4										
5										

Project Card

Name of Project:	Target ed categor					

	y						
Project Description:							
Project Ownership							
Project Objectives	**Objectives of Project /Significance of Project**	**Type of Project**	**Location of Project/ area and nature of use**	**Funding sources**	**Partners**	**Estimated cost of Project**	**Time frame**
End Period	**Start Period**						

Working Plan (Executive Plan)

First Secondary	Completion	Completion				

Target:	indicator	percentage				
Activities	Responsibility	completion indicator	Tools and methods	Costs	partne rs	Completion period (quarterly)
	First	Second	Third	Fourth		
1						
2						
3						
4						
5						

6						

Procedures to carry out the activity

Objective					
Activity					
No.	**Procedures to complete the activity**	Start Date	End Date	Liability	Cost
1					**2**
2					

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3					

Manual of the local society's needs					
Liability	Targeted Category	location of the need or problem	Significance/ priority/ causes	The Nature of the Need	The Need

A list of the main local need and problems:
1

2
3
4
5

The programs and Projects that satisfy the needs:

1
2

Direct Connection	Supplied Service	Nature of Relationship	Title of Entity

3
4
5

90