



Baseline Study: Cities Implementing Innovative, Transparent and Effective Solutions (CITIES) in Jordan

KEY FINDINGS PRESENTATION

Amman, 22 February 2018

This baseline study was conducted by the REACH Initiative (registered under ACTED in Jordan)

STRUCTURE

- **Introduction to Baseline Study**
- **Key Findings**
 - Effectiveness of municipal service provision
 - Municipal services as a source of intra-community tensions
 - Municipal responsiveness to community needs
 - Municipality-community engagement
 - Municipal engagement with youth, women, refugees and people with disabilities (PWDs)
 - Perceptions of decentralization reforms
- **Conclusion**
- **Q&A**



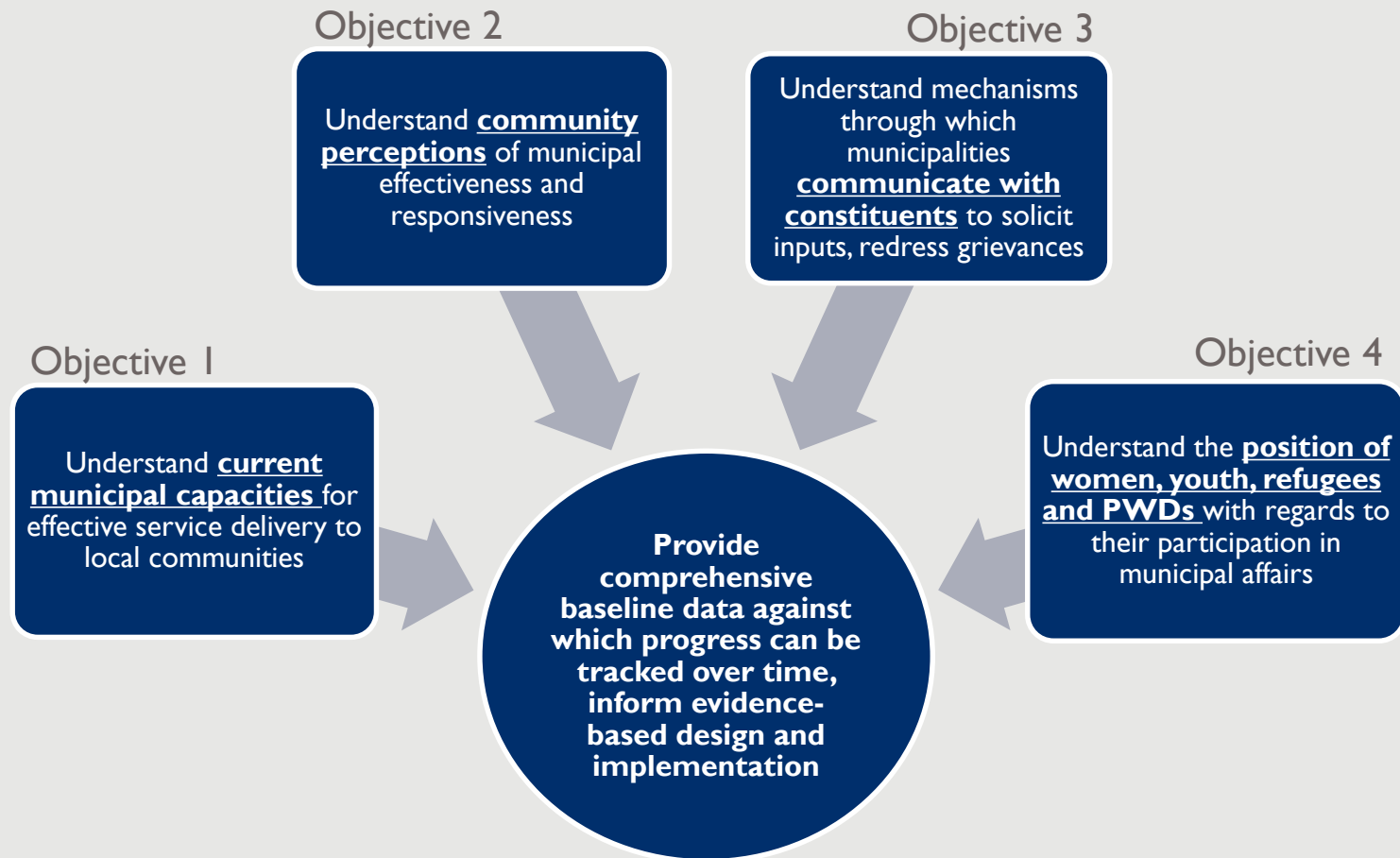
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INTRODUCTION TO BASELINE STUDY

BACKGROUND

- Conducted by REACH between **19 December 2017 and 7 February 2018**
- Covered all **33 municipalities** being targetted by the CITIES programme

Baseline study goal and objectives



METHODOLOGY

To meet research objectives, a **mixed methods approach** was used:

Method used	Target Sample	# conducted
Quantitative perception survey	Community members living within municipality boundaries (50% male, 50% female)	4,258 (Minimum of 126 per municipality) ¹
Focus group discussions (FGDs)	Women, youth males, youth females, refugees from the local community	139 (Minimum of one per municipality)
Key informant (KI) interviews	Municipal staff and representatives ²	33 (One per municipality)
KI interviews	PWDs or caregivers of PWDs	34 (Minimum of one per municipality)
KI interviews	Representatives from Ministry of Municipal Affairs (MoMA), Cities and Villages Development Bank (CVDB)	2

¹ Corresponds to a 95% level of confidence and 10% margin of error in the largest municipality

² Mayors, municipality managers, or any senior staff (heads of departments, local development unit manager) working with the municipality for a long time

CHALLENGES AND LIMITATIONS

- **Women not actively participating during mixed gender refugee FGDs:**
 - Did not generate good discussions and required level of detailed data
 - Proved challenging in Sahab, Maadi, Zaatari & Manshiya, Ameer Hussain
 - Additional FGDs with refugee females conducted in all four municipalities
- **Small sample size for youth, women, refugees and PWDs at the municipality level:**
 - Findings generalizable for each group at the national level i.e. across assessed municipalities
 - In-depth qualitative data and indicative findings at the municipality level (survey, PWD KIIs, FGDs)
- **Time and resource constraints limited in-depth technical capacity assessments at the municipality level:**
 - KI interviews provided good overview of overall municipal capacities, some sector-specific capacities

DEMOGRAPHICS OF SURVEY RESPONDENTS (I)

- **Gender:** Equal number of male/ female respondents
- **Age:** Mostly younger age groups (57% aged 18-40 years)¹
- **Nationality:** Primarily Jordanians (94%), some Syrians (5%) and other nationalities (1%)
- **Refugee status :** 5% of total survey respondents came to Jordan as a refugee²
- **Marital/ family status:** Majority married (77%), majority also have children (69%)

¹ Includes the 'youth' demographic, which for the purpose of this study, was defined as ages 18-30 years

² This question was only asked to non-Jordanian respondents,

DEMOGRAPHICS OF SURVEY RESPONDENTS (2)

- **Head of household status:** Mix of heads of households (46%) and non-heads of households (54%)
- **PWDs:** 3% face specific health concerns themselves, 7% have a household member with specific health concerns ¹
- **Reported education levels:** Mostly lower education levels (38% secondary education, 31% primary education, 11% no formal education)
- **Length of time living in the assessed municipality:** Majority have been living here for more than 5 years (87%).

¹ Washington group of questions (short-set) was used to identify disabilities among survey participants



Picture taken of Mafraq city from Google Images

KEY FINDINGS:

Effectiveness of municipal service provision

COMMUNITY PERCEPTIONS

- **Overall, community members perceived municipalities to be moderately effective at providing services:** Half of the community members across assessed municipalities perceived service provision in the past year to have been ‘quite effective’ (43%) or ‘very effective’ (7%)
- **Perceived to be least effective in Al Jafr, Greater Madaba, New Ruaished, and Ameer Hussain:**
 - More than 60% perceived service provision over the past year to have been ‘not very effective’ or ‘not effective at all’ in these four municipalities
- **Perceptions could be determined by a range of factors:** municipality size and capacity (Al Jafr, Ameer Hussain are Class C municipalities)¹, socio-economic context (New Ruaished is among the country’s ‘poverty pockets’²), proximity to central government (Al Jafr in Maan governorate)³
- **Perceived effectiveness is likely also based on people’s satisfaction with the specific services being provided by the municipality,** and the extent to which these are important for people’s day-to-day lives

¹ The smallest administrative classification of municipalities based on low population size (less than 10,000). This classification also determines the allocation of resources by the central government

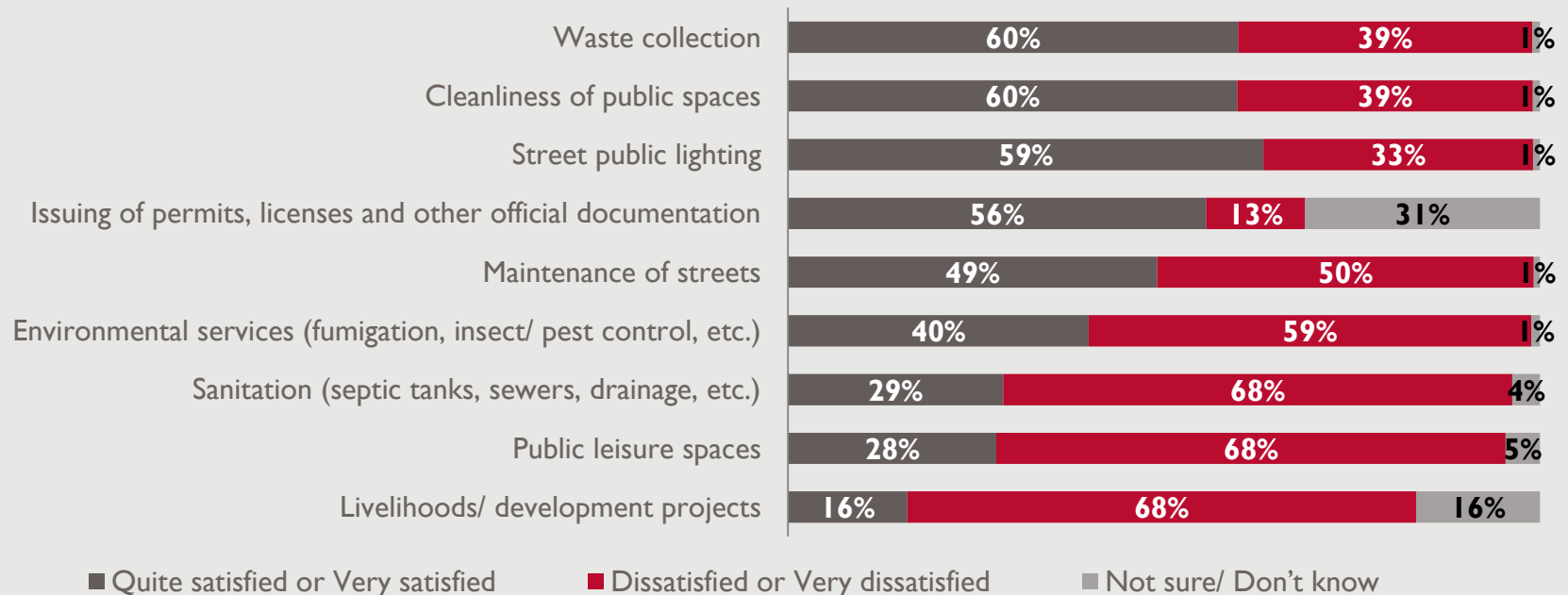
² In Jordan, these are defined as districts or sub-districts in the country where 25% or more of the population is below the national poverty line (which was set at 813.7 JOD per person in 2010).

³ According to MoMA and CVDB Kis, the farther the municipality is located from the capital, the more challenging service provision gets

COMMUNITY SATISFACTION WITH SERVICES

- **Satisfaction levels vary based on the type of service being provided:** Dissatisfaction was particularly high for environmental services, sanitation, public leisure spaces (PLS), livelihoods and development projects
- **Limited awareness around documentation services being provided by the municipality:** Indicates that service is not being accessed on a regular basis and may therefore not be as important for people's daily lives

Reported satisfaction levels for municipal services



PERCEPTIONS OF STREET MAINTENANCE (I)

- **Limited satisfaction with municipal street maintenance services:**
 - Half of the community members across assessed municipalities either ‘dissatisfied’ or ‘very dissatisfied’
 - Complete lack of maintenance (53%), irregular maintenance (26%), or poor quality of maintenance (26%) most commonly reported reasons
- **Highest reported dissatisfaction with street maintenance in Greater Madaba, Greater Karak, Houd Al Disa, Greater Tafilah:**
 - Complete lack of maintenance was a commonly reported reason for dissatisfaction in all four municipalities (50% or more)
 - Greater Tafilah municipality KI: municipality is ineffective at implementing public road interventions due to lack of funds to procure the required human and material resources

PERCEPTIONS OF STREET MAINTENANCE (2)

- **Limited satisfaction levels reflected in:**
 - This service was commonly reported by community members as their **community's primary priority service-related need** in 31/33 municipalities¹
 - Widespread perception of public roads as one of the **top three priority service sectors in need for improvement** in 25/33 municipalities (KI reported)
 - **High number of complaints reportedly issued** regarding bad road conditions/ lack of street maintenance by community members in the past three years²
 - **Complaints received by 27/33 municipalities in the past year** regarding lack of roads, bad road conditions and lack of street maintenance (KI reported)
- **Insights from FGDs confirm limited satisfaction levels and the need to improve public road conditions for people's day-to-day life:**



Limited mobility → limited access to areas, services



Taking alternative routes → longer commutes



Damage to cars due to poor quality of roads → need for constant repair, cost implications

PERCEPTIONS OF PUBLIC CLEANLINESS & SOLID WASTE COLLECTION

- **High reported levels of satisfaction:** 60% 'satisfied' or 'very satisfied'
- **Perceived gaps for those dissatisfied:** Infrequent garbage collection (45%), lack of waste management (28%), or poor management (23%)
- **Highest reported dissatisfaction levels in Greater Madaba, Houd Al Dissa, New Ruaished:**
 - Complete lack of waste management commonly reported as a reason for dissatisfaction in New Ruaished (38%)
 - Infrequent garbage collection particularly important in Greater Madaba (46%) and Houd Al Dissa (44%)
- **Despite community satisfaction, waste management commonly reported as one of the top three priority service sectors in need for improvement in 25/33 municipalities (municipality KIs)**

PERCEPTIONS OF DOCUMENTATION SERVICES

- **Mixed picture:** 51% satisfied, 31% unsure or unaware, 13% dissatisfied
- **Limited awareness and usage around this service:**
 - 63% did not perceive this service to be within the roles and responsibilities of the municipality; 31% unsure or unaware of their satisfaction with this service
 - Higher levels of satisfaction and awareness among Jordanians and men → service is more frequently used by these demographic groups
 - Syrian refugees commonly make documentation requests through their Jordanian landlords (FGDs)
 - Women access this service if they personally need to, men typically oversee most documentation needs for the household (FGDs)
- **Highest reported dissatisfaction levels in Al Jafr, Greater Salt, Greater Tafilah, Southern Aghwar, primarily because:**
 - Time taken to process requests (59% in Greater Salt, 47% in Greater Tafilah)
 - Perception that service is not provided (59% in Al Jafr)
 - Lack of effective follow-up mechanisms (41% in Southern Aghwar)

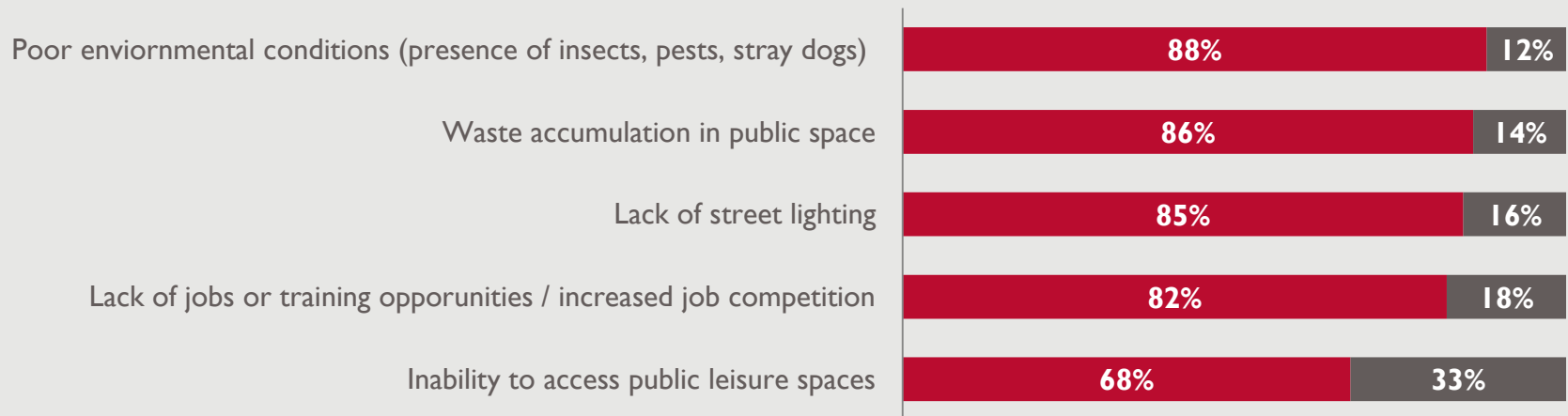


KEY FINDINGS:
Municipal services as a
source of intra-
community tensions

COMMUNITY PERCEPTIONS

- **Public services perceived to be a source of tension to some extent:** Especially in Al Hallabat, Greater Mafraq, Greater Madaba, Greater Salt, Greater Tafilah, Al Hussainiya, and Ameer Hussain (perceived by more than 60%, compared to average of 44%)
- **Issues related to waste management (waste accumulation and its impact on environmental conditions)** most commonly reported issue around which disputes break out in the community

Perceptions of service-related issues as sources of intra-community tensions



■ Significant source of tension ('disputes frequently break out') or Source of tension ('disputes sometimes break out')

■ Not a source of tension ('disputes never break out') or Minor source of tension ('disputes rarely break out')

GAPS IN WASTE MANAGEMENT AS A SOURCE OF INTRA-COMMUNITY TENSIONS

- **FGDs:** Municipality is providing satisfactory waste management services but people are disinterested/ do not take initiative to keep area clean



- **Addressing gaps in waste management** (increased awareness, more frequent waste collection, better distribution of bins) → **mitigate intra-community tensions, enhance community cohesion overall**



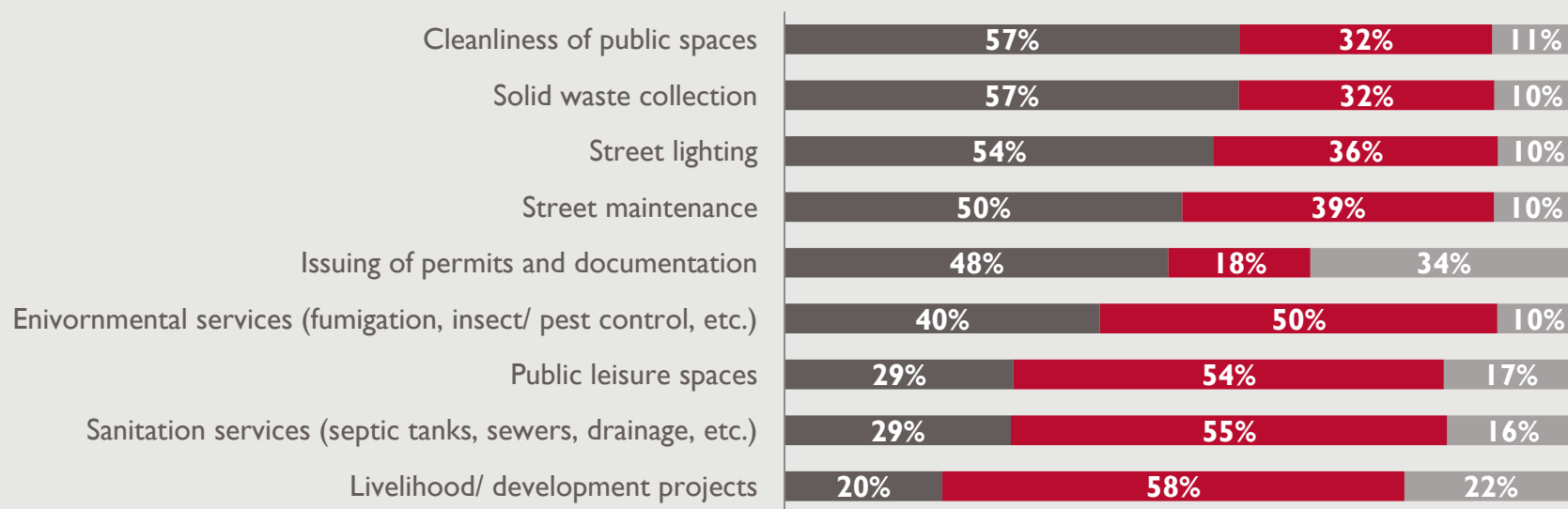
KEY FINDINGS:

Municipal responsiveness
to community needs

COMMUNITY PERCEPTIONS (I)

- **Municipalities are perceived to be somewhat responsive to inputs and complaints issued by the community:** 48% stated that municipality always or generally responds
- **Perceptions vary between sectors and based on the nature of complaint:**
 - Perceived to be more responsive to cleanliness, waste collection and street lighting issues (also the sectors for which community perceived municipality to be most able to resolve problems)
 - Perceived to be least responsive to PLS, sanitation and livelihoods issues

Perceptions of municipal responsiveness to inputs and complaints, by service sector



- Very responsive (always responds to complaints) or Quite responsive (generally responds to complaints)
- Not very responsive (rarely responds to complaints) or Not at all responsive (does not respond at all)
- Not sure/ Don't know

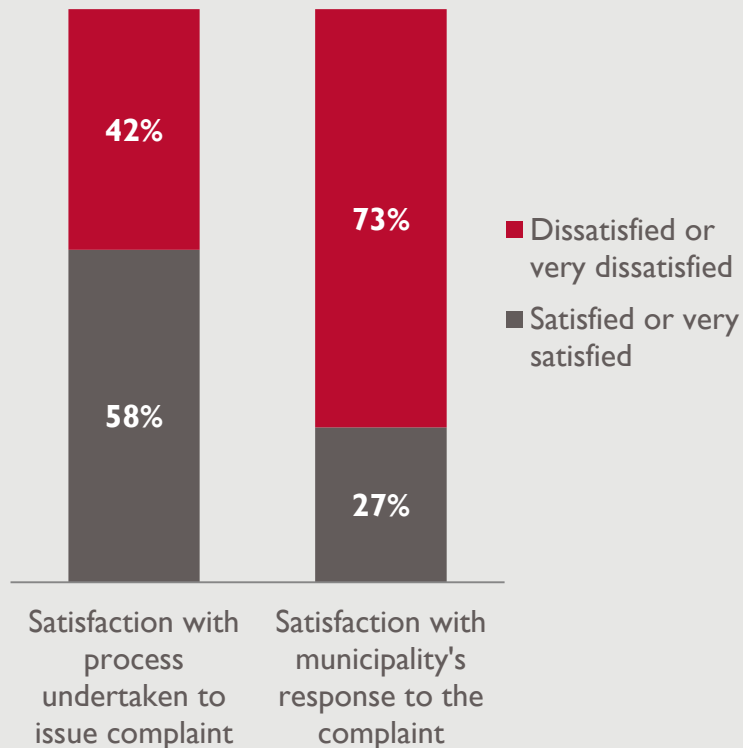
COMMUNITY PERCEPTIONS (2)

- **Some municipalities such as Khaldiyah, Sahel Horan and Greater Maan perceived to be more responsive than others:** 65%, 68% and 69% respectively perceived municipality to be 'very responsive' or 'quite responsive'
 - Could be due to better capacities or more frequent communication
 - Greater Maan also highlighted by MoMA KI as a good example of a municipality conducting targetted community outreach
- **Greater Ajloun, Greater Madaba, and New Ruaished perceived to be least responsive:** 52%, 56% and 56% respectively perceived municipality to be 'not very responsive' or 'completely unresponsive'
 - Linked to a general perception that municipality responds only to those who have personal relations with municipality staff/ representatives, or those who have influence in community (FGDs)
 - Also more limited responsiveness perceived for street maintenance issues (Greater Madaba, Greater Ajloun),¹ and for cleanliness and waste collection issues (Greater Madaba)

COMMUNITY'S PAST EXPERIENCES WITH COMPLAINT MECHANISMS

Limited follow-up on and response to complaints issued in the past impacts community perceptions of responsiveness.

Reported satisfaction with process and outcome of complaint over past three years



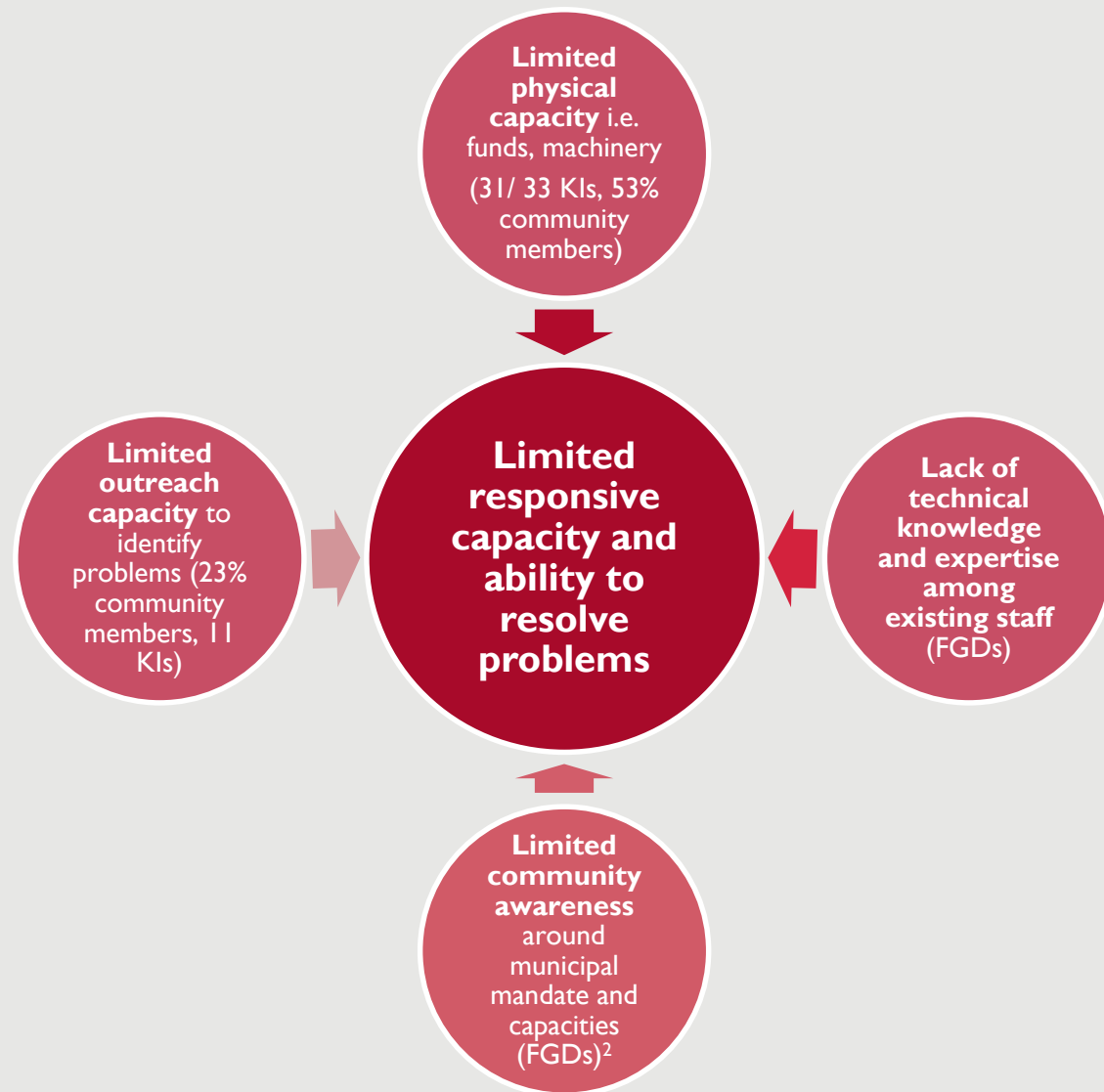
- **Complete lack of response most frequently reported reason for dissatisfaction** with outcome (65%), followed by time taken by the municipality to respond (22%)
- **Relationship between reason for dissatisfaction and the type of complaint that was issued**-lack of response particularly important for those who complained about road conditions, documentation

MUNICIPAL ABILITY TO RESPOND TO COMPLAINTS

Contrary to community perceptions, a large majority of KIs (30/33) stated that their municipality was able to solve some, if not all, of the complaints received in the past year:

- Only 2/ 33 municipalities unable to respond because issue raised was outside municipal mandate (Wadi Araba) or because of insufficient staff to follow-up on complaint (Al Hussainiya)
- Time taken to respond primarily depends on nature of complaint (18/33) but some municipalities respond within a week (10/33), within two weeks (Houd Al Dissa), or within a month (Greater Maan)
- Complaints received through both informal (direct visits, social media) and formal channels (community consultations, meetings, hotline services)
- Community members primarily reported using informal channels to issue complaints¹ → limited awareness about existing formal alternatives

REASONS WHY MUNICIPALITY IS UNABLE TO RESPOND AND RESOLVE PROBLEMS¹



¹ As reported by both community members and municipality representatives



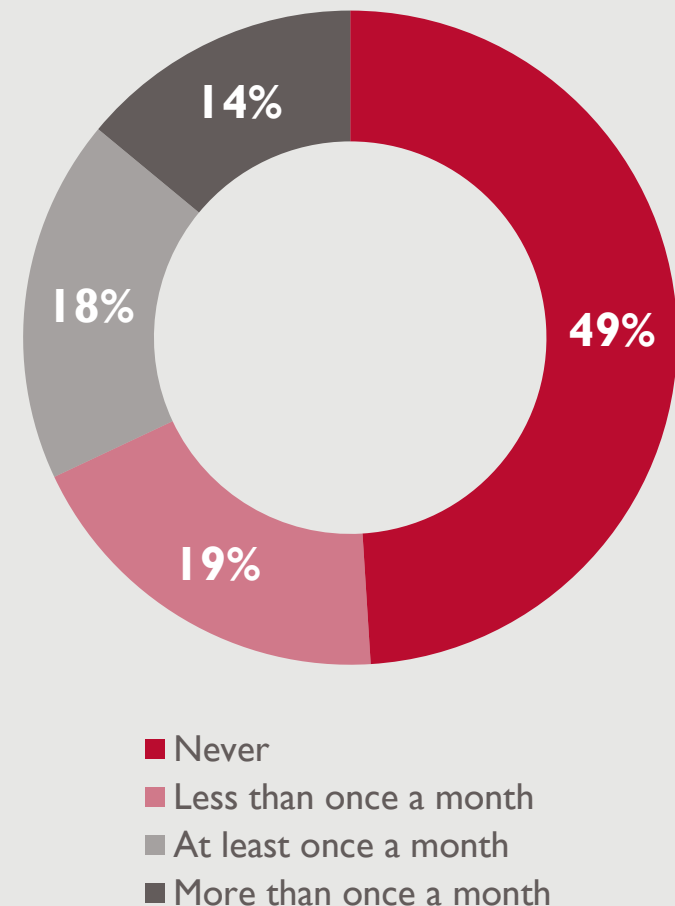
KEY FINDINGS: Municipality-community engagement

REPORTED FREQUENCY OF ENGAGEMENT

Although people do communicate with the municipality, it appears to be infrequent, and more common among some demographics

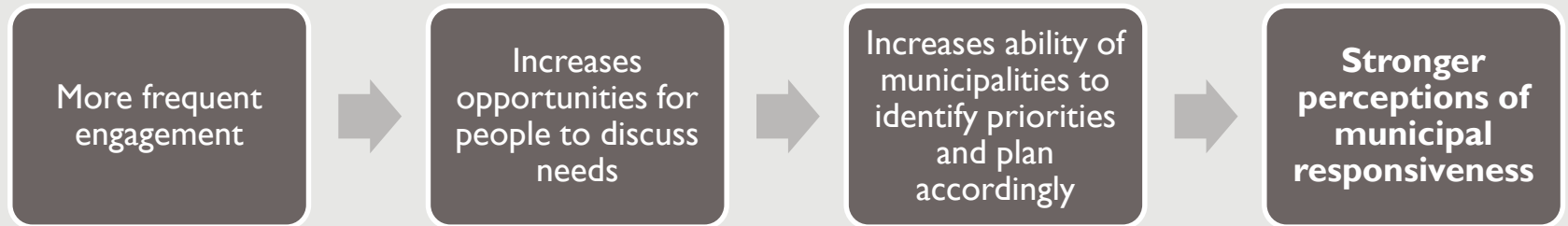
- Majority never communicate or do so only once a month, 32% communicate at least once a month or more¹
- Men, heads of households, middle-aged community members (41-50 years), and people with higher education levels most likely to be communicating on a frequent basis
- Reported frequency of communication highest in Greater Jerash, Greater Karak, Greater Madaba, Maadi, Al Hussainiya, Sarhan and Southern Aghwar

Community members' reported frequency of communication with the municipality

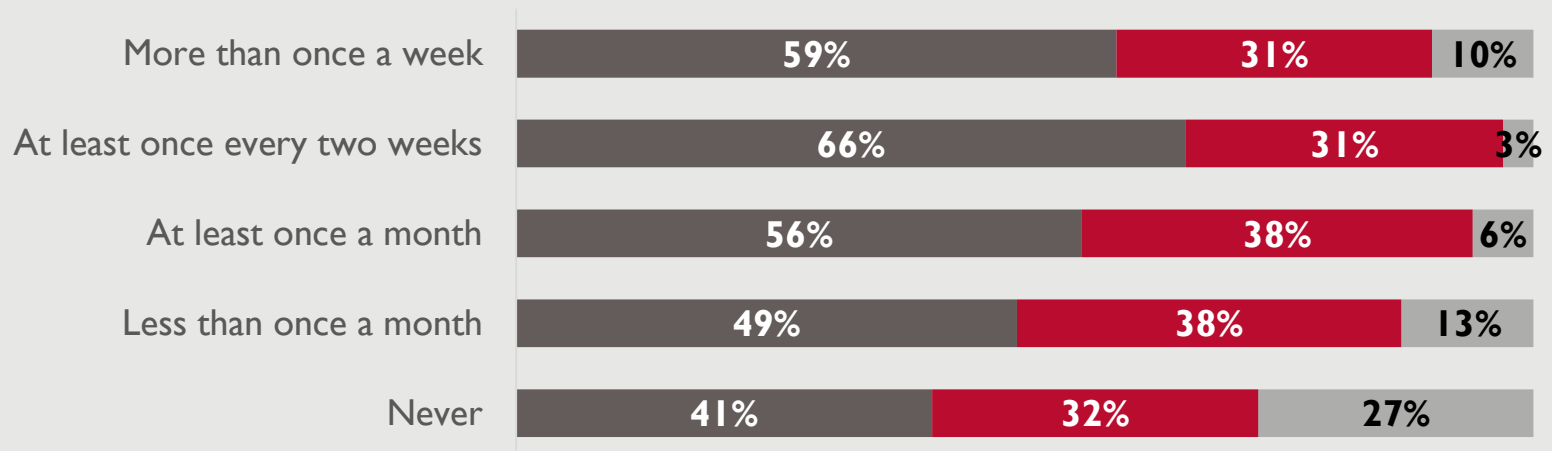


ENGAGEMENT AND RESPONSIVENESS

Perceptions of responsiveness appear to be related to reported frequency of engagement:



Perceptions of municipal responsiveness to community inputs and complaints, by reported frequency of communication



■ Quite responsive or Very responsive ■ Unresponsive or Not very responsive ■ Not sure/ Don't know

CHANNELS OF COMMUNICATION (I)

There is limited usage of existing formal mechanisms for municipality-community engagement:

- **Commonly used methods by community members:** directly visiting the municipality building (63%), personal relations with municipal staff/ representatives (13%)
- **Formal channels reported by municipality KIs:** town hall meetings, local council meetings, social media platforms
 - Limited awareness around existing formal channels, preference to rely on channels perceived to be more convenient or accessible (reported during FGDs)
 - Formal channels only used by some groups (reported during FGDs), such as older Jordanian men, individuals with personal relations with municipality representatives, individuals with influence within community (such as 'mukhtars' i.e. community leaders) → worsens perceptions of marginalisation, feelings of unfairness of local governance

CHANNELS OF COMMUNICATION (2)

Usage of formal channels was more commonly reported by community members in some municipalities:



Complaint boxes, hotlines (Greater Zarqa)



Regular meetings organized by municipality (Greater Mafraq, Ameer Hussain)



Social media platforms (Al Dleil, Greater Maan)

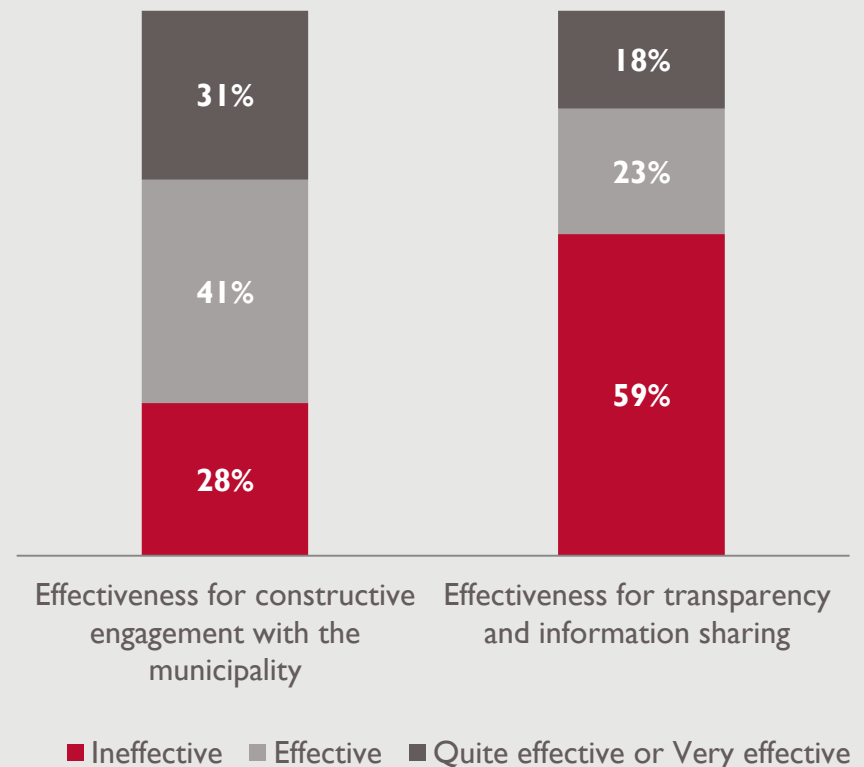


Local council (Southern Aghwar, Zaatari & Manshiya)

EFFECTIVENESS OF EXISTING CHANNELS (I)

- Existing channels largely **perceived to be ineffective for transparency** and sharing of information regarding municipal planning and decision-making (possibly due to the predominantly informal nature)
- Contrary to municipality KIs:** channels used to plan projects, specifically to identify sectors/ service areas (32/33), identify geographic areas/ neighbourhoods (20/ 33), for budgeting (15/33), guide long-term planning, development of annual strategies (11/33)

Perceived effectiveness of existing channels for constructive engagement and transparency¹



¹ **Effectiveness for constructive engagement:** Ineffective (municipality is never able to identify, address needs through such engagement), Effective (sometimes able), Quite effective (usually able), Very effective (always able); **Effectiveness for transparency and information sharing:** Ineffective (feedback provided through such engagement is never taken into consideration for municipal planning), Effective (sometimes taken into consideration), Quite effective (Mostly taken into consideration), Very effective (Always taken into consideration)

EFFECTIVENESS OF EXISTING CHANNELS (2)

Discrepancy in perceived effectiveness between community members and municipality KIs:

- Limited reach of existing formal engagement mechanisms i.e. only being used by specific demographic groups
- Limited awareness around these mechanisms and their relevance to municipal planning, decision-making
- Additional efforts needed to reach out to specific demographic groups, especially those that are marginalised

Limited reach of formal engagement mechanisms



Limited awareness around these mechanisms



Limited perceptions of responsiveness and effectiveness of communication channels



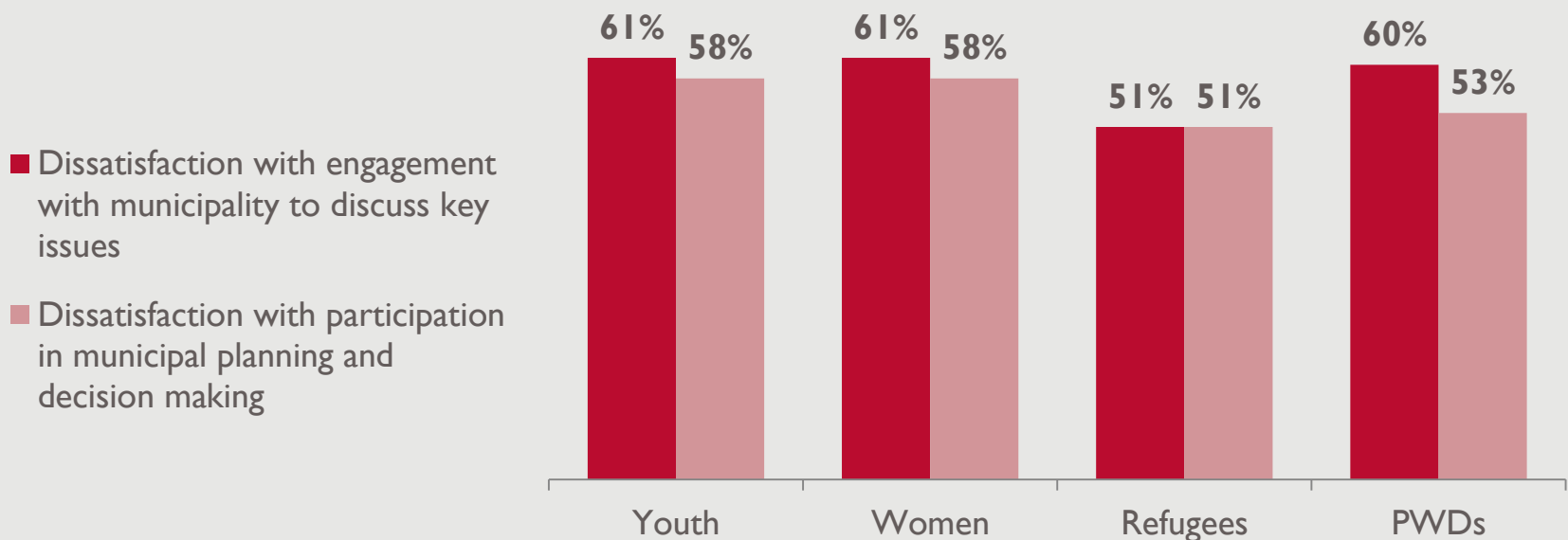
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KEY FINDINGS:
Municipal engagement
with youth, women,
refugees and PWDs

PARTICIPATION IN MUNICIPAL AFFAIRS

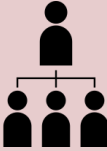

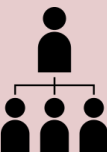

- **A majority of women, youth, refugees, PWDs were dissatisfied** with their demographic group's extent of participation in municipal affairs
 - Higher levels of not sure/ don't know among refugees, PWDs → more limited participation
 - All PWD KIs: No tailored communication channels for their group
- **Majority of community members also think that limited efforts are being made by the municipality** to promote positive engagement with these groups i.e. there are no ways or very few ways in which they are engaged
 - Relatively more positive perceptions in Sahab, Zaatari & Manshiya, Greater Maan
 - Good practices that can be reapplied elsewhere?

% 'dissatisfied' or 'very dissatisfied' with level of municipal engagement, by demographic group



PERCEIVED BARRIERS TO PARTICIPATION

A significant majority in each group (ranging between 83-89%) did not perceive their demographic to face specific barriers i.e. different from others in the community

Demographic group	Most commonly perceived barrier (survey) ¹
Youth	 Lack of municipal capacity, initiative or interest in engaging with this demographic
Women	 Customs and traditions limiting public participation of women
Refugees	 Lack of municipal capacity, initiative or interest in engaging with this demographic
PWDs	 Physical health conditions

PREFERRED METHODS TO ENHANCE PARTICIPATION FOR ALL GROUPS

All four groups expressed the need for more formal channels to enhance their level of participation in municipal affairs:

- **Establish a committee** which represents the interests of this demographic group (youth, women, refugees)
- **Assign a focal point** within the local council who is trained and able to engage specifically with this demographic (PWDs)

Differences in preferred methods even between specific demographics within each group→ targetted approaches needed to equitably enhance engagement opportunities

- **Example 1 Gender of youth:** Male youth preferred having youth committees, female youth preferred having a focal point in the local council
- **Example 2 Women's age group:** Younger women (18-30 years) preferred women committees, older women (51+ years) and above preferred having a focal point in the local council



KEY FINDINGS:

Perceptions of decentralization reforms

COMMUNITY AWARENESS, PERCEPTIONS (I)

There is limited awareness among the community regarding decentralization reforms and its potential to enhance community engagement in municipal affairs:

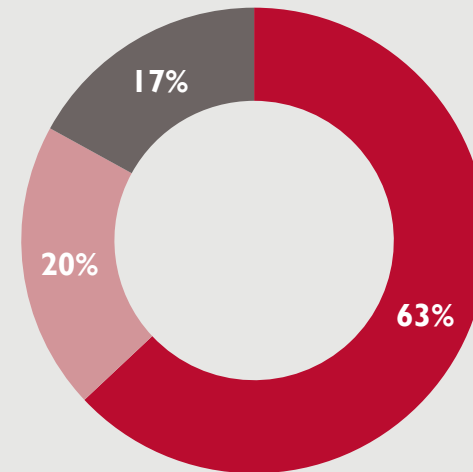
- **A minority across assessed municipalities were aware** of the new Decentralisation Law (38%) or the new Municipalities Law (36%)
- **Awareness levels were higher** among those who reported higher frequency of communicating with the municipality (men, Jordanians, higher education levels, people in Greater Karak and Greater Jerash municipalities)
- **Importance of awareness (MoMA, CVDB KIs):** awareness of reforms → awareness of mechanisms established through reforms → ability to access mechanisms to increase constructive engagement in municipal affairs → better perceptions of municipality¹

¹ Example of efforts being made by the government to generate awareness: 'National Dialogue' by Ministry of Political and Parliamentary Affairs to raise awareness about the new legal frameworks and its implications for the future engagement with local authorities.

COMMUNITY AWARENESS, PERCEPTIONS (2)

- **Limited perceived impact in terms of improving community member's engagement with the municipality, even among those aware of the reforms**
- **Three most commonly reported reasons for those who did perceive positive impact:**
 - Increased municipal responsiveness to complaints issued
 - Increased transparency, access to information
 - Increased frequency of engagement with municipal representatives

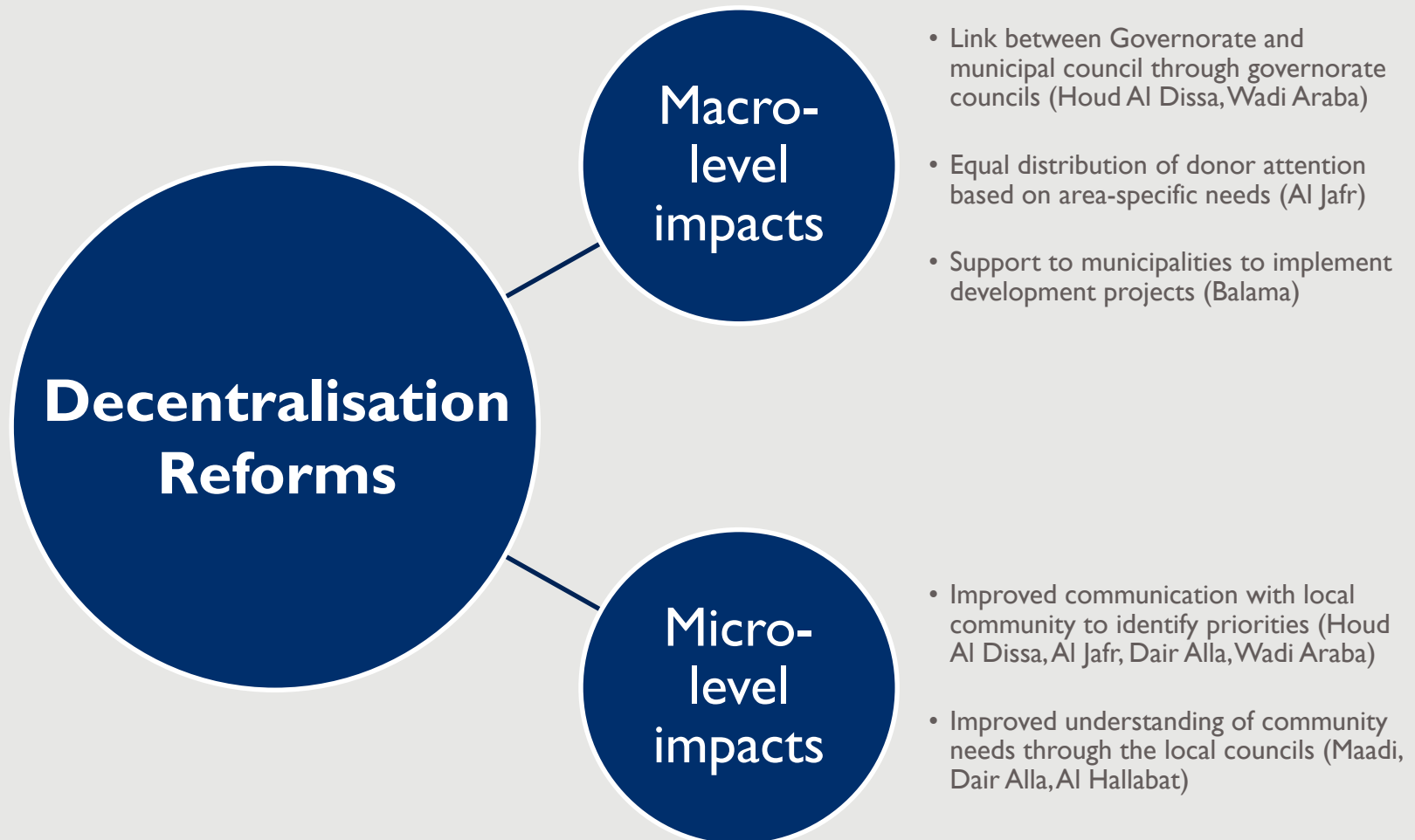
Perceived impact of decentralization on improving engagement (for those aware)



- Not at all
- Only to a little degree
- To a large or moderate degree

PERCEPTIONS OF MUNICIPAL REPRESENTATIVES (I)

Few municipality KIs (7/33) perceived decentralization to have impacted municipality's ability to identify community needs, and provide services



PERCEPTIONS OF MUNICIPAL REPRESENTATIVES (2)

But potential of decentralisation acknowledged (10/33 municipality KIs, CVDB and MoMA KIs)

- Can help identification of priorities if properly implemented (MoMA KI: good example Na'our: active participation of local councils)
- If municipal responsive capacities are strengthened i.e. they have ability to address issues (citizens see impact → more trust in initiatives → more engagement)

Four municipality KIs perceived decentralisation to have negatively impacted municipal service provision, primarily because:

- Too much overlap between the different councils (Southern Aghwar, Salhya w Nayfha, Sarhan, Zaatari & Manshiya)
- Introduced additional layers of bureaucracy (Sarhan, Zaatari & Manshiya)
- Lack of clarity regarding processes (Sarhan, Zaatari & Manshiya)
- No clear plan of action (Southern Aghwar, Salhya w Nayfha, and Sarhan)



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CONCLUSION

SUMMARY AND CONCLUSIONS (I)

	Key Finding	Conclusion
1	Community perceptions of municipal effectiveness and responsiveness vary between municipalities, service sectors	Each municipality has different sector-specific capacities which impacts its ability to equitably respond to all needs and complaints, depending on the nature of the need
2	Public roads and waste management among the priority service sectors in need of improvement	Addressing gaps can enhance service provision capacity , enhance perceptions of the municipality, contribute towards mitigating tensions within the community
3	Lack of physical capacity is a key factor limiting municipalities' ability to respond to community needs	Addressing gaps in funds, machinery, equipment is important if service provision and community perceptions are to be enhanced

SUMMARY AND CONCLUSIONS (2)

	Key Finding	Conclusion
4	Limited follow-up and response impacts communities' perceptions of municipal responsiveness	Provision of material support needs to be accompanied by technical, capacity-building support , to strengthen responsive capacities
5	Community's communication with the municipality is more through informal channels , which are perceived to be ineffective	Raising awareness about the benefits of going through formal mechanisms, and enhancing municipalities' outreach capacities is important
6	Municipality engagement is more frequent among specific demographic groups , and women, youth, refugees and PWDs were largely dissatisfied with their extent of participation in municipal affairs	Additional efforts are needed to include marginalized groups in community outreach activities, while taking into consideration varying preferences for different demographics

SUMMARY AND CONCLUSIONS (3)

	Key Finding	Conclusion
7	Limited community awareness regarding municipal affairs impacts overall perceptions of effectiveness and responsiveness	To create a community conducive to the successful implementation of decentralization , there is a need to raise awareness around: (1) municipal mandate and capacities, (2) potential of decentralization, (3) existence, benefits of using formal channels to engage with municipality.



TAKEN FROM GOOGLE IMAGES

QUESTIONS?



THANK YOU!

For further information regarding this baseline study, please contact:

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