

**THE HASHEMITE KINGDOM OF JORDAN**  
MINISTRY OF TOURISM AND ANTIQUITIES

**THE WORLD BANK**

THIRD TOURISM DEVELOPMENT PROJECT  
**SECONDARY CITIES REVITALIZATION STUDY**

**Madaba**

**City Revitalization Program**

**Main report**

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**JOINT VENTURE OF COTECNO WITH ABT ALCHEMIA CDG MGA**

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## Abbreviations and acronyms

CAS	Country assistance strategy
CH	Cultural heritage
CBO	Community based organization
CRP	City revitalization program
DOS	Department of Statistics
EA	Environmental Assessment
GMM	Greater Madaba Municipality
GOJ	Government of Jordan
IBRD	International Bank for Reconstruction and Development
ITFCSD	Italian trust fund for culture and sustainable development
JTB	Jordan Tourist Board
MENA	Middle East and North Africa
MOE	Ministry of Environment
MOMA	Ministry of Municipal Affairs
MOPIC	Ministry of Planning and International Cooperation
MOTA	Ministry of Tourism and Antiquities
NEAP	National Environmental Action Plan
NGO	Non Government Organization
PA	Public Awareness
PPP	Public-private partnership
STDP	Second Tourism Development Project
TOR	Terms of reference
TTDP	Third Tourism Development Project
UNESCO	United Nations Educational, Scientific and Cultural Organization
URP	Urban regeneration program
VEC	Valued Environmental Components
WB	The World Bank
WHL	World heritage List
WTO	World Trade Organization

# 1. Context

## 1.1. NATIONAL BACKGROUND

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Jordan is a middle income country, without significant natural resources, that relies primarily on its human capital for development. However, unemployment and underemployment remain high, and pockets of poverty persist throughout Jordanian territory, including the centers and peri-urban areas of its cities.

The country is **highly urbanized** (79% of the population in 2004). The northern, more fertile part of the country has been historically more urbanized than the southern, which is largely a desert where water resources are scarce, except for the growing port city of Aqaba on the Red Sea. Amman metropolitan area accounts for more than 50 % of Jordan's population, contains about 80% of the country's industrial sector and provides jobs for more than half of the country's population. The problems of unemployment, poverty and lack of opportunity are becoming more and more pressing in the secondary cities in the centre of the country which cannot compete with the two major growth poles and rapidly expanding metropolitan areas of Amman and Aqaba.

The main reasons for the **economic stagnation in the secondary cities** in Jordan can be summarized as follows:

- 1) agglomeration economies of Amman and Aqaba attract economic activities away from the secondary cities;
- 2) return of migrant workers and their families from the Gulf countries caused loss of remittances and created pressure on the job market and urban services;
- 3) the political events in the region limit migration opportunities out of the country in search of employment;
- 4) the public sector, the most important employer in the country, is saturated and the private sector is not developing fast enough; and
- 5) the political crisis in the region leads to volatility of economic activity, and in particular in tourism sector.

Important **demographic growth** (3% annual population growth 1997-03) and migration from rural areas to regional centers put additional pressure on the land use of the secondary cities, that witness high level of residential construction having neither the urban planning nor the municipal management capacity to accommodate rapid population growth in an orderly way to preserve the urban morphology of existing cities and provide sufficient services and quality public spaces.

Rapid **urban population growth and uncontrolled urban expansion**, coupled with lack of economic opportunity for increasingly young population causes residential pauperization and commercial decline. Such pressures represent particular threat to the traditional historic cores and to their built heritage that are often abandoned or used increasingly inconsistently with the central function they have performed earlier in the life of the city and the hinterland around. The loss of historic cores puts at risk the survival of the oldest secondary cities in Jordan and as such, the survival of the distinctive urban culture and community traditions in this part of the Middle East.

The movement of accelerated urbanization that Jordan knew since the beginning of the 1970, combined with the demographic growth and the migratory waves of the populations, deeply transformed the socio-spatial structures of the country. The migratory movements, far from being reduced to only the exodus towards Amman, had affected all the Jordanian localities: migrations from small villages towards bigger villages; migrations towards the

small cities; migrations towards the few large cities; migrations from Palestinian camps towards the surrounding localities and to the large cities; sedentarization of tribes and pastoralists, nomads or semi-nomads...

In all of the Jordanian localities, the spatial and urban morphology, the way of life and consumption, the socio-economic structures, the social and collective forms of organization have been strongly affected and transformed. In this context, it is not exaggerated to say that **all the Jordanian towns are, to some extent, new cities**, which are formed by the assembly of various, more or less uprooted, groups, or "parts" brought back and juxtaposed. The local collectivities and communities, as collective structures having their formal and informal standards of organization, operation and regulation are far from being already accomplished or from being given realities in advance. Even in the case of the "historical cities" such as Madaba, Ajloun, Jerash, and to a lesser degree, Karak and Salt, Irbid and Aqaba, these local communities are rather realities in the course of construction and achievement through processes, which, still today, are far from being completed.

Urban development, demographic growth, massive arrival of populations of Palestinian and/or rural origin, as well as the socio-economic evolutions and socio-policies of the Jordanian society: all these phenomena have transformed the socio-spatial structures of these cities and have put under question the various components of their socio-urban traditions, to a point that makes it possible to speak today about "cities in mutation and transition" and "local communities in the course of re-composition and reorganization".

Under such circumstances, it is hardly surprising that **local communities do not value and do not preserve their cultural assets**, ranging from fenced off archaeological sites and the crusader castles to more recent urban fabric and traditional community public spaces that represent the Ottoman and post Ottoman architectural heritage and urban tissue. The urban history of Jordan is closely linked to the urban history of the region, where cities were part of the commercial trading routes. Should their heritage be lost, the collective memory of the whole region and human civilization will suffer.

The Municipalities are today **deprived of their political and institutional autonomy** and are still under the authority and the control of the Government. The designation of the Mayors and half of the town councilors is undoubtedly the most salient aspect of this loss of autonomy. This contributes to the weakening of the cohesion of the local communities and to digging a hiatus between the municipal institution and the local community.

The **legal framework** concerning urban management, heritage and building is quite comprehensive in Jordan. The key legislative texts include: Law of Planning Cities, Towns Villages and Buildings 79/1966, (planning and building regulations); National Building Law 7/1993 that covers, with 32 specialized codes, all aspects of building; Antiquity Law 21/1988 (antiquities and archaeology).

It should be noted that the Law of Antiquities protects architectural heritage dating to pre-1700 AD; later monuments are not under legal protection, thus leaving without any safeguard significant layers of the built heritage, such as heritage belonging to Ottoman Period. The interim law 49/2003 for the Protection of Urban and Architectural Heritage is expected to reform the sector, providing standards for the protection of architectural and urban heritage, preparing a list of all the heritage locations, provide the necessary finances for restoration and fairly compensate the owners of heritage sites in order to encourage them to protect the buildings they own.

Municipalities do not actually perform most of the town planning functions assigned to them by the law. Many of these functions are rather performed by one of the Central Government's de-concentrated agencies. The first responsibility assigned by the law 29/1955 to municipalities is town and road planning. However, no municipality, other than Greater Amman has created a Master Plan with a structural strategy for its jurisdiction. In fact, physical planning in Jordan is undertaken mainly according to the articles of the Law 79/1966. The

main authority responsible for the various planning acts sanctioned by this law is the Ministry for Municipal Affairs (MOMA). Municipalities can recommend adjustments to an existing plan, but the process is long and highly centralized, even after the ministry's restructuring of 2001.

Local consultations held in the framework of this study showed that an urban planning activity, involving more directly the local stakeholders, is needed and requested by the communities. Master plans are the result of a top down policy; therefore, they do not fully address the needs of the increasingly active civil society

Urban development remains tied to obsolete town planning instruments that are often too generic and fail to address the real requirements of a modern Jordan that cares for the past while looking for a development that corresponds more to its expectations. Master plans are mainly zoning plans, lacking both a strategic and a structural dimension.

Municipalities are not equipped with basic urban planning tools that would allow them to design viable projects, improve the level of services and generate local resources. Instead their dependence on the central government financial transfers and assistance is growing, while opportunities for generating resources from locating revenue and income generating projects on municipal land are diminishing. The available stock of land is to be found more and more on the periphery and not in the centre of the cities. The commercial centers, vegetable markets, and bus terminals (public spaces where social and economic exchange is taking place) are being located outside of the city cores and increase people's dependence on cars, reduce the accessibility and spontaneity of community spaces for interaction and cultural interchange, including with city visitors. The fragmentation of the private property in the older central parts of town precludes large redevelopment projects, with or without the participation of the municipality.

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## 1.2. MADABA

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The **urban form** of the city, traditionally the regional centre for agricultural activity, is characterized by a centralized morphological scheme converging on the historical core and supported by a series of radial. The main features of the historical fabric are represented by the early Ottoman village (1880 -1918), and by the subsequent phases of urban growth, which occurred until the 1940's, which confirmed and extended the Ottoman village road network and opened new roads to accommodate urban expansion, which occurred in all directions around the central core. Around the historic core, the main urban components are the refugee camp to the south, and the new expansions on all the other directions. Urban form is also strongly characterized by a peripheral Ring Road which marks the limit between the outer expansion districts and the inner traditional urban core. Due to the fact that all the Master Plans from the late 1960's to the present have confirmed the radial layout of the city, many major commercial activities, as well as administrative and institutional functions, have developed along the **Ring Road** transforming it into a multi-functional linear system pertaining to the wider urban context of the extended contemporary city.

The historical urban fabric extends around the central hilltop complex, which includes the Saraya Building and the Roman Catholic Chapel of St. John. This area still maintains for the population a symbolic value as the local Acropolis. Many archaeological sites are scattered within the urban core, witnessing different eras from the Iron Age up to the present. In 1991, the **Archaeological Park** was established in order to present and integrate within the urban fabric all those different layers of city history. The park is characterized by the presence of the remains of an ancient Roman road flanked by columns and paved with mosaics which, like the rest of the Imperial Roman remains present in the area, crops up in the un-built portions of the consolidated urban fabric. The **Church of the Map** (the site of the most ancient preserved mosaic map of the Holy Land) and the other buildings of the complex are positioned in the north-west quadrant of the historical core, acting both as a destination of pilgrimage and as a symbolic urban gateway for all visitors approaching the city from the direction of Amman. The **suq spine** of King Talal Street and Al Hashimi Street form the main commercial axis of the historic core; where most of the tourist facilities, small shops, handicraft and tourism re-

lated activities are concentrated.

The condition of the **municipal infrastructure** has revealed some shortcomings, mainly concerning the storm drainage network. There is only one storm water line in the perimeter study/historic core, connecting King Hussein Street downward to Petra Street till it reaches the Habeas Wadi. This line was built in 2000, but it already needs maintenance. Moreover, part of the road profiles are incorrect, therefore, water does not flow correctly by surface along the profile, which is to be avoided later during the renewing of the street network. There is a specific storm water issue in the area facing the Church of the Map, that should be addressed with a new storm water line. The overall **traffic situation** is chaotic, and a good traffic management plan is highly needed. An existing traffic study (made by the municipality) has been reported. The plan could not be enforced, and there is a need of a new, deeper study. Needs include also parking and better signalization. The situation is also due to behavioral factors, such as the violation of one-way streets.

With an area of 2,008 km<sup>2</sup>, **Madaba Governorate** is located in the mid-southern region of Jordan. The Qasabat Madaba District forms around 42% of the whole Governorate and its population is currently around 130 thousand persons, constituting approximately 22,700 households. The demographic trend is a bit less dynamic than the national one: in the last ten years it experienced a growth of around 21%, compared to the national rate of 23%. Unemployment rate in Madaba Governorate is at 15%, and even if it has dropped substantially in the last 2 years, it is still higher than the national average of 13%. The percentage of economic inactivity has increased: people are pulling out from the economically active sector as the unemployed become unwilling to seek work. There is a certain feeling of discouragement among the potential workers, which is obvious when more than 2/3 of the economically inactive persons in Madaba Governorate report to believe that there are no jobs around. The average household annual income in Madaba Governorate is JD 4,948, still lower than the national one. Considering the distribution of households according to their income level, around 40% of them earns an annual income below JD 3,600; a third has an average annual income between JD 3,600 and JD 6,000, a quarter between JD 6,000 and JD 12,000, and only 4% of households earns more than JD 12,000. The poverty rate has declined in the last years at both the Governorate (from 13.15% in 1997 to 10.8% in 2003) and sub-district level.

Madaba city is characterized by a **young population**: 48% of its inhabitants are below 19 years and as such are school, college or university students. Only 36% of the 15+ years old population of Madaba Governorate is economically active, (only 10% of the females). This low level of activity is related to the high presence of young and the **lack of work among women**; in fact, students constitute 1/3 of the economically inactive population, and the housewives more than 1/2. In addition, 31% of the population is employed, only 8% of the females; the three **labor intensive sectors** are public and armed forces (which employs a third of the laborers), the commercial sector (more than 20% of the employed), and the education. Agriculture, on the other hand, depends mostly on foreign labor, and similarly the construction sector. Moreover, around 45% of the employed people hold low level, which have experienced growth over the past 3 years (mostly due to clothing and textile factories located in the Qualified Industrial Zones). The **construction** sector employs 5.6% (1,400) while **hotels** and **restaurants** and **real estate** employ each 1.5% of the total labor force. While at the national level in 2004 the economic system has been able to create jobs in tourism related sectors, in Madaba, the situation has been much less dynamic: the employment in public administration has slightly increased, while other sectors such as real estate, education, manufacturing, and agriculture decreased.

**Women** are strongly involved in the informal sector, while education sector is chosen by 42% of the economically active women. The unemployed are mostly educated holding diplomas or university degrees, and the trend over the past five years shows an increasing number of applicants for work in the government.

By the end of 2003, the Ministry of Labor has permitted more than 3 thousand **foreign laborers** for work in Madaba Governorate, most of them being Egyptians who work mainly in the agricultural sector, in the construction sector and in unskilled production.

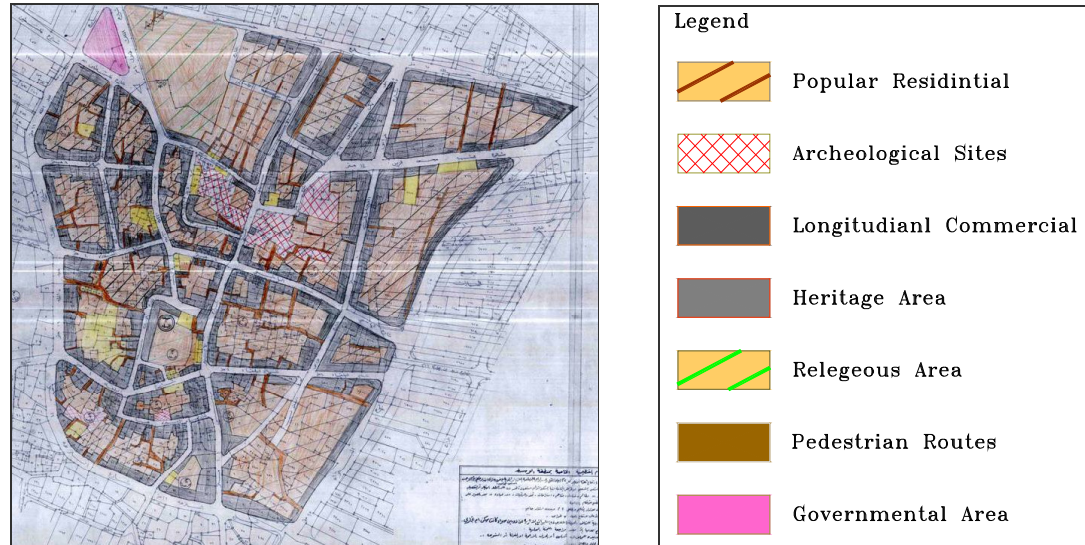
In the **private sector** almost all establishments are small; around one third of the businesses are solely owned and half employs two or less employees. Manufacturing establishments have the biggest dimension and trade the smallest. Their products are almost entirely marketed among neighbors and proximate community. In general, King Talal Street, King Abdullah Street and Petra Street are the busiest commercial streets in Madaba. Residents and shopkeepers consider lack of parking areas, most especially in front of the larger stores, as a main problem. Besides competition, owners of formal businesses identified the main obstacles facing their businesses as customer related problems, weak demand, lack of financing sources, government procedures and labor problems.

The **informal sector** in Madaba is mostly led by women of 25-45 years old who run their operation by themselves (nearly a third employ 1-2 persons) and is constantly attracting new and young entrepreneurs who are joining the market, especially after attending training courses in handicrafts and food production. The skills and products of the informal sector players may be divided into five main categories: (a) making traditional food (specifically dairy products); (b) embroidery, and other traditional sewn products; (c) mosaic setting; (d) services such as providing IT related services (e.g. word-processing), tailoring, private teaching, beautician, folklore singing and dancing (dabkeh); (e) other handicrafts skills (wood carving, pottery, flower arrangements, etc.). Finance is a strong need of the informal businesses. Currently there are around 1,300 informal businesses that are borrowers. The informal sector has a very important role within the economic system of the city and represents around 45% of SME total employment.

**NGOs and community-based organizations** play a very important role in supporting the informal businesses. Especially when their efforts are coordinated, they can be instrumental in offering organized and consolidated training program that will encompass the entrepreneurial efforts of Madaba.

The **tourism sector** in Madaba city employs around 206 persons, all Jordanians. Tourism has reached its peak during 2000 and now is at its minimum as in the rest of Jordan. In 2003, around 39,000 foreign tourists, mostly Europeans, visited the Church of the Map, and only 4,550 foreign tourists visited the Madaba Museum. In comparison, during the year 2000, 180,000 and 13,260 tourists visited the Church of the Map and the museum respectively. This is a clear demonstration of the sensitivity of the tourism sector to political conditions. The foreign tourists coming to Madaba in 2003, were 8% Americans, 9% Asians, 6% Arabs; 73% were Europeans, mostly French and Spanish. In terms of accommodation, there are only four classified hotels (1 star) offering 190 rooms and 474 beds, 3 unclassified hotels with 32 rooms and 64 beds, and one apartment hotel with 12 bedrooms and 28 beds, totaling 556 beds. Recently, a new hotel project is under development as a 4-star 80-rooms (160 beds) hotel in the central core of Madaba, financed by the national Social Security funds. Madaba city has seven classified restaurants (two 3 stars, two 2 stars and three 1 star). Other tourism related facilities are scarce: there are no car rental agencies, only one tour agent, and six souvenir shops in total.





THE CURRENT MASTER PLAN (MIDDLE MADABA)

The current **master plan** of Madaba, designed by the MOMA, was revised in 1998; several changes were introduced since then, the most important in 1999 when the New Zoning and Building Regulations for the Madaba city centre were introduced. However, these amendments failed in taking into account the results from a study, concerning a new zoning in the city centre district, conducted by the Governor of Madaba with the objective to provide a more adequate answer to the problems of development. The master plan concentrates on addressing the need of a growing population and dedicates a broad space to the development of the residential city.

It is important to point out that this model of development also reflects the consolidated experience of the traditional Islamic city where the house is the base unit, and only a few public buildings and their immediate surroundings are the other relevant 'built objects' that participate in designing the townscape, mainly religious and institutional buildings.

The master plan confirms a clear tendency towards a radio-centric pattern in the proposed city development. A prevalence of residential areas as opposed to other land use destinations is also evident. The green areas are scarce, often consisting in 'left over' spaces between buildings. The commercial areas are located mostly along the Longitudinal Commercial zone, including a number of commercial fronts placed on the main streets, fronts that gradually decrease in number moving out of the city centre. Industrial areas are found in the north-east sector of the city, along its borderline.

The public areas are uniformly distributed outside the old city centre. Actually, the zoning reveals to be not very clearly defined as far as the historic and religious areas are concerned. Public areas such as those to be used for public car parking or those to be used for public services are not clearly specified. Moreover, the plan fails to identify and place under protection several heritage buildings that were identified in the "Madaba Cultural Heritage" study released by ACOR (American Centre for Oriental Research) (Amman, 1996). The archaeological areas are part of the urban fabric, being placed between the residential areas in the city centre.

The master plan was almost exclusively designed based on indications for residential development. Directions and suggestions for setting strategies for the management of social, economical, tourist, etc. development are missing in the plan.

The decline of the historical centre, the degradation of its urban and residential fabric and the crisis of its functions of centrality are strongly related to the general **weakness of the municipal institution**.

Amongst historical cities in Jordan, Madaba stands as an ancient Municipality, established at the beginning of the XX century, that distinguished itself for a strong will and capacity to mobilize local resources to realize, autonomously and often independently from the central government, important projects for the city. Nowadays, the weakness of the Municipality shows mainly concerning the availability of resources: its revenues, until 2000, were amongst the lower amongst Jordanian cities (17-18 JD per capita, compared to Karak that reached some years 55 JD).

When it comes to expenditures, Madaba is characterized by the lowest level of expenditure amongst the Governorate cities, with 18 JD per capita (2002) and 19 JD per capita (2003) when Ajlun and Mafrq show an almost double value. The labor cost is amongst the lowest (10 JD per capita in 2000), and nevertheless it covers almost 50% of municipal expenditures. Moreover, Madaba shows the lowest level of expenditure for maintenance of public space and municipal infrastructure is 0,55 JD per capita, the lowest between the governorate cities. Capital expenditures are limited to modest construction and roads paving.

The institutional assessment has shown that the weakness of the municipal institution is manifested on several interdependent levels, including (a) urban planning and management; (b) management of public spaces and urban services; (c) promotion and enforcement of sanitary and public health rules; (d) absence of coordination between the municipality and the public utility companies; (e) weakness of human resources and qualification; (f) organizational weakness; (g) weakness of financial management and of revenues generated by the municipality; and (h) absence of mechanisms of accountability and of forms of participation of the local population and stakeholders.

The condition of the **municipal infrastructure** has revealed some shortcomings, mainly concerning the storm drainage network. There is only one storm water line in the perimeter study/historic core, connecting King Hussein Street downward to Petra Street till it reaches the Habeas Wadi. This line was built four years ago, but it already needs maintenance. Moreover, part of the road profiles are incorrect, therefore, water does not flow correctly by surface along the profile, which could be avoided later during the renewing of the street network. There is a specific storm water issue in the area facing the Church of the Map, that could be addressed with a new storm water line. The overall **traffic situation** is chaotic, and a good traffic management plan is highly needed. An existing traffic study (made by the municipality) has been reported. The plan could not be enforced, and there is a need of a new, deeper study. Needs include also parking and better signalization. The situation is also due to behavioral factors, such as the violation of one-way streets. These behaviors should need better enforcement of regulations and rising of awareness for the citizens.

## 2. Key issues

Nowadays, the city has to face a number of key issues affecting its social and economic development. These key issues include:

- 1) **Decay of the socio-urban fabric.** The asset and symbolic value of the historic core and its vocation as public space is threatened by the deterioration of the urban fabric and the residential pauperization. Despite the affection of the population to this highly significant place of collective memory, the middle classes leave the historic core which becomes a residential space for the elderly and the poorer and migrant population.
- 2) **Urban disintegration.** The anarchical and uncontrolled urban growth and the development of unplanned and unstructured residential areas brings to the disintegration of the city and to the loss of its unity. This, in turn, prevents urban space from exercising its function as a federating place and as a pole of economic, social and urban centrality. Madaba seems to be more and more a divided urban structure
- 3) **Loss of commercial centrality.** The weakening and the impoverishment of the commercial centrality of the historic core is followed by a linear and disorganized development of the commercial settlements along the Ring Road, namely on the two streets that lead to Amman: Petra Street to the east and King Abdullah Street to the west.
- 4) **Physical decay of the urban environment.** Urban space is affected by physical decay, traffic and parking congestion (with the resulting visual and acoustic pollution), lack of appropriate management and visual clutter. Urban fabrics are threatened by uncontrolled urban growth dissecting the traditional urban structures. In the study perimeter/historic core, the storm drainage network is not complete and during heavy rains flooding occurs. Visual clutter, particularly in the main commercial axis of King Tallal Street and on the Ring Road, is the result of physical decay of buildings and public spaces, presence of solid waste, uncontrolled signage and wires, traffic jams and uncontrolled parking.
- 5) **Threats to cultural heritage.** The built cultural heritage is threatened by lack of maintenance, neglect and encroachment. An appropriate legal framework does not protect the remains that bear witness of the Ottoman period. The heritage is further threatened by the lack of awareness of cultural values and of an effective legal protection framework.
- 6) **Decay and crisis of public spaces.** The main factors that affect the urban environment of Madaba contribute to decrease the quality of the urban space and of the experience of the city for residents, visitors and tourists. The central public spaces are disappearing or are used by a few social groups, often by the poorest or less rooted in the community. The main bus station, an important interface of the core with the outside, is in a condition of decay that causes inconveniences and discomfort to local population and visitors. The recent realization of a peripheral bus station does not successfully address the issue traffic congestion whilst hampering the integration of the core within its region context.
- 7) **Economic stagnation.** The local economy is affected by a number of factors leading to economic stagnation. The potential assets in terms of human resources, skills and culture, remain largely under-utilized, and the economic and social activities tend to be attracted by the dominating urban pole of Amman. Existing tourist activities and assets remain largely underdeveloped.

### 3. Development objectives

#### 3.1. VISION AND CONCEPT

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The main challenge that the historic core of Madaba is facing, is to recover its urban centrality and be revived with a new "social and economic mission" within its regional context.

From a **social** point of view, the revived historic core must contribute to reconstruct social cohesion amongst the different social groups providing a common federating space for the entire population, where the cultural heritage is preserved and enhanced in both its symbolic and economic role, and urban space is improved for the benefit of residents and visitors.

From an **economic** point of view, the revived historic core will contribute to addressing the current economic stagnation by boosting the existing local economy and tourism activities, which in Madaba are concentrated mainly on the visit to the Church of the Map and to the archaeological area, expanding the visitors' experience to include the main commercial spine and the new structures that will showcase local products.

From an **urban** point of view, the focus is on the improvement of the socio-urban fabric, the recovery of commercial centrality and the improvement of the urban environment as a high quality civil space.

The project aims at achieving this vision through a structured city revitalization program, that includes: (a) regulatory actions; (b) physical actions; and (c) capacity building actions.

#### 3.2. DEVELOPMENT OBJECTIVE

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The project development objective is to improve local economy and social cohesion in Madaba by creating conditions for a process of sustainable revitalization of the historic core and tourism development.

The project objective will be achieved through assisting the GMM to rehabilitate the historic core and to improve the capacity to manage and maintain the public and heritage assets.

In this context, we assume that city revitalization is a positive transformation process of decayed urban areas, whose expected outcomes include: improved quality and livability of the historic core to benefit all city residents, occasional visitors and tourists; economic benefits for the target groups; preservation and improvement of the cultural assets; improved municipal management framework; and involvement of the private sector and the community in the city revitalization process.

#### 3.3. KEY PERFORMANCE INDICATORS

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The main impact/outcome indicators, selected to monitor the progress of the project towards the achievement of the objectives, are the following:

- 1) increased local employment;
- 2) increased employment in the economic sectors involved;
- 3) increased value added of the economic sectors involved;
- 4) increased local employment of the women;
- 5) increased local employment of the youth;
- 6) increased incomes;
- 7) increased municipal revenues;
- 8) increased municipal expenditure for maintenance.

The following table summarizes, for every indicator, baseline values and arrangements for data collection.

IMPACT INDICATORS	BASELINE	FREQUENCY AND REPORTS	DATA COLLECTION INSTRUMENTS	RESPONSIBILITY FOR DATA COLLECTION
1. INCREASED LOCAL EMPLOYMENT				
Occupied in the city	13,725	Yearly report issued at national and governorate level	Department of Statistics, <i>Employment and unemployment Yearly Report</i>	Department of Statistics
Activity rate	35.8%			
Employment rate	30.6%			
2. INCREASED EMPLOYMENT IN THE ECONOMIC SECTORS INVOLVED				
Commercial sector	2,800	Yearly report issued at national and governorate level	Department of Statistics, <i>Employment and unemployment Yearly Report</i>	Department of Statistics
Services sector	5,800			
Tourism sector	206			
3. INCREASED VALUE ADDED OF THE ECONOMIC SECTORS INVOLVED				
V.A. services sector	2.34 MJD	Yearly report issued at national and governorate level	Department of Statistics, <i>Employment and unemployment Yearly Report</i>	Department of Statistics
V.A. commercial sector	5.83 MJD			
4. INCREASED LOCAL EMPLOYMENT OF THE WOMEN				
Women occupancy rate	7.7%	Yearly report issued at national and governorate level	Department of Statistics, <i>Employment and unemployment Yearly Report</i>	Department of Statistics
Women activity rate	10.3%			
5. INCREASED LOCAL EMPLOYMENT OF THE YOUTH				
Youth occupancy rate	42%	Yearly report issued at national and governorate level	Department of Statistics, <i>Employment and unemployment Yearly Report</i>	Department of Statistics
6. INCREASED INCOMES				
Average individual annual income in the Governorate	757 JD	Periodical survey	Department of Statistics, House Income and Expenditure Surveys, periodically issued	Department of Statistics
7. MUNICIPAL REVENUES				
Total revenue from planning and development	209,977 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Per capita revenue from planning and development	2.09 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total revenue from licensing of building and construction	144,380 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Per capita revenue from licensing of building and construction	1.44 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total revenue from job licensing	78,625 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Per capita revenue from job licensing	0.78 JD	Yearly from official municipal budget	Official municipal budget	Municipality

IMPACT INDICATORS	BASELINE	FREQUENCY AND REPORTS	DATA COLLECTION INSTRUMENTS	RESPONSIBILITY FOR DATA COLLECTION
<b>8. MUNICIPAL EXPENDITURE FOR MAINTENANCE</b>				
Total expenditure for maintenance of streets	3.511 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total expenditure for pedestrian pathways	-	Yearly from official municipal budget	Official municipal budget	Municipality
Total expenditure for park and public gardens	1.007 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total expenditure for water drainage system	137 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total expenditure for street lighting system	5.000 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total indicator of maintenance	9.654 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Per capita indicator of maintenance	0,55 JD	Yearly from official municipal budget	Official municipal budget	Municipality

TABLE 1 – OUTCOME/IMPACT INDICATORS

## 4. Description of the program

### 4.1. SCOPE OF THE PROGRAM

The **target area** of the CRP is the historic core of Madaba. The perimeter of the target area includes:

- 1) the original historic core, circumscribed by the ring Road;
- 2) the Ring Road (King Hussein Street to the north, Al-Batra Street to the East, King Abdullah Street to the West and Al-Nuzha Street to the South), including the façades of the buildings on the external edge;
- 3) the portion of historic urban fabric that extends south of the Ring Road, that includes the Church of the Apostles;
- 4) the area of the bus station, east of Al-Batra street.

The area delimited has an extension of approximately 48 hectares.

Within the perimeter, the most comprehensive physical actions of the program are concentrated on enhancing the **main urban axis** composed by the Church of the Map node, the King Talal Street axis and the Saraya node. This will create a renewed “central place” that will help to reconstruct a “joint ownership” of the city by the different social components, thus contributing to increase social cohesion. The new urban quality space will also increase the appreciation by the residents and the visitors of their experience of the city and will attract more visitors and tourists, thus contributing to boost the handicraft, trade and tourism related economic activities.

While the hypothesis of complete pedestrianization of King Tallal Street has been discarded as premature at this stage of urban rehabilitation, a pilot parking management plan (44 parking stalls) involving the use of parking meters has been developed.

Tightly related to this axis is the proposed **new complex for leisure and handicraft**-related facilities. The site is adjacent to the southern part of King Tallal Street, near to its lower end and to the Saraya Building. Through the renovation of a derelict area and the adaptive re-use of some decayed buildings, this new urban component will house a mix of functions. The target of this new complex includes both the residents and tourists. The residents will benefit from the new outdoor green space, that will cover an important deficiency of the core, and from a number of services that will include a cyber café, a restaurant and other forms of entertainment addressed to the youth and local population. The handicraft centre will showcase the traditional production, mainly from the informal sector, thus creating an occasion for the visitors to better know the typical local products.

The overall **upgrading of the street network** and of the public space involves the entire perimeter. Using different weights of intervention, this action will mark the territory of the historic core as a quality urban space, but will be limited to the “horizontal” part of the space (public property). The approach of the city revitalization program to the upgrading of the public space is two-fold. The upgrading of the “horizontal” part, typically public property, is ensured by the direct intervention of the project that will fund and implement the overall upgrading of the street network and of the public space. The upgrading of the “vertical” part (i.e. the façades of the surrounding buildings) will be facilitated by the new regulatory framework that will ensure an appropriate level of quality and sustainability of all the building activities, within the perimeter. After adoption and enforcement of the new regulatory framework, all the building activities carried on within the perimeter will contribute to the achievement of a highest quality space. The most significant actions will concentrate on King Tallal Street (main axis) and on other important streets such as Al-Batra Street and King Abdallah Street.





As a complement to the general improvement of the streetscape and circulation patterns of the city the **existing bus terminal** redevelopment project will improve the accessibility to the historic core, contribute to the overall improvement of the environmental quality of the public space and give economic benefits to the city while establishing in this highly frequented place improved commercial activities and services.

While the physical actions described herein will have the most immediate impact on the city, the new **Madaba Historic Core regulation** will operate in the background, gradually affecting all the aspects of the project area, ensuring: (a) the preservation of cultural heritage; (b) the continuous improvement of the urban environment; and (c) a baseline continuation over time of the city revitalization process.

The new regulations are designed to govern the land use and the building activities to ensure that these respect and are compatible with the character of the city and to provide for the protection of cultural heritage.

Since the UNESCO Chart of Venice for Cultural Heritage Protection, the concept of cultural heritage has been increasingly widened. Today, the concept of heritage is no longer confined to “monuments” but also includes approaches, extensive sites and whole urban complexes for which the criteria are no longer just architectural merit but unity, universality and urban and spatial coherence deriving from the combination of a series of elements which may be of fairly little artistic value in themselves.

It has been recognized that the preservation of historical continuity in the environment is essential for the maintenance or creation of living conditions that enable humankind to discover its identity, to find its bearings both in the historical context and in its geographical setting in the broadest sense (physical, ethnical, etc.) and to acquire a sense of security amid social upheaval through having fully understood the changes occurring and thus being better



equipped to control their effects.

One of the most disturbing factors in Madaba urban environment is the visual clutter, particularly in the busiest commercial areas. Visual clutter could be the result of physical decay of buildings and public spaces, presence of solid waste, uncontrolled signage and wires, traffic jams and uncontrolled parking. The new regulation will contribute in keeping under control all these aspects, thus contributing to enhance the quality and livability of the urban environment within the perimeter.

Moreover, the continuous improvement of the urban environment will be further ensured by the specific norms concerning building rehabilitation works. The new regulation will keep under control the building rehabilitation and alteration activities of the private owners of buildings and will direct them in the direction of coherence with the overall city revitalization program.

Provided its institutional duties, Greater Madaba Municipality has a central role to play in the city revitalization program. For this reason, a **capacity building** action is envisaged. This action includes the resources needed for the successful implementation of the city revitalization program, including the new Madaba Historic Core Regulation.

As a result, it is expected that the improved municipal capacity will facilitate the launch and sustained continuation of the city revitalization process. Moreover, the new skills and management know-how gained by the Municipality within the context of the city revitalization program, targeted to the historic core, could be further expanded to cover the management of the whole city.

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## **4.2. SUMMARY OF ACTION PROJECTS**

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Specifically, the proposed project for Madaba will be implemented through a sustainable City Revitalization Program (CRP) composed by three components:

- 1) **Regulatory actions.** The component will implement a special regulation to control urban growth and changes to the urban fabric, introducing criteria of conservation, integral recovery and comprehensive urban improvement.
- 2) **Physical actions.** This component includes a number of urban rehabilitation project actions that would comprehensively upgrade the historic core of Madaba, to develop high quality open public multipurpose space and community and commercial facilities. The component will finance (a) the upgrading of the city core street network; (b) the creation of a new heritage centre at the Saraya building; (c) the re-design of the existing bus station; and (d) the realization of leisure and handicraft facilities.
- 3) **Capacity building.** This component will strengthen the capacity of Greater Madaba Municipality to ensure successful implementation of the CRP. The component will support hiring supplementary staff for GMM, providing appropriate training on urban and heritage management, providing technical tools and equipment, and technical assistance.

The estimated implementation period of the proposed CRP is 5 years. The total project cost is estimated at around US\$ 6.3 million.

### **4.2.1. REGULATORY ACTIONS**

#### **MADABA HISTORIC CORE REGULATION**

This action will implement a new historic core regulation, introducing a prescriptive framework designed to keep under control all the aspects related to the urban environment and its modifications. The regulation provides also for the protection of monuments, traditional buildings, green areas and open spaces (especially those that fit within a clearly identified archaeological/historical context), giving clear indications about the forms of intervention appli-

cable to each context, the restrictions introduced and the level of protection to be achieved in the different situations.

It should be noted that, with this new regulation, urban planning by means of zoning has been abandoned to introduce an approach that more specifically focuses on the peculiar character of each and every component of the urban fabric. The regulations distinguish between categories of buildings and categories of interventions accordingly.

Moreover, the regulation gives relevance to rehabilitation activities aiming at improving the living conditions of the inhabitants inside their houses, while ensuring compatibility with the required level of respect for the general aesthetic of the historic city centre.

The objective of the new Jerash historic core regulation is to ensure protection while fostering livability for the residents and visitors. Moreover, it tackles a number of city specific issues, including:

- establishing rules and guidelines for the urban and building improvement, especially for the empty, derelict lands located on the western and southern slopes of the hill of the “Acropolis”;
- establishing restrictive measures for the protection of the archaeological areas, namely those located in the western and southern hill slopes of the “Acropolis”, which have been only partially excavated and currently lay abandoned.

The main responsibility for the enforcement of the new Madaba Historic Core regulation will be with GMM. For this reason, the capacity building actions provides for all the resources in terms of personnel, training and equipment, that will be necessary for the successful implementation of the regulation.

The complete text of the Historic Core Regulation is enclosed under attachment A.

## **PARKING AND TRAFFIC MANAGEMENT**

Traffic and parking are most significant issues that heavily affect the historic core. To ensure a significant improvement of the existing situation, the physical upgrading of the city core street network will be complemented by appropriate management measures.

A pilot **parking meters action** will complement the upgrading of King Tallal Street, with the realization of 44 parking stalls that will be controlled by parking meters. Madaba Municipality will manage the facilities and ensure the enforcement of payment. It is assumed that this action will contribute to lighten the pressure of uncontrolled parking in the main commercial spine of the historic core; shopkeepers will benefit from the accelerated turnover of clients and the municipality will benefit from a new revenue that could be used to improve the maintenance of the public space.

In the medium term, a more comprehensive **traffic management program** is to be developed and enforced, to organize, administer, govern and rule the vehicular traffic within the historic core. The objectives of the traffic management plan will be:

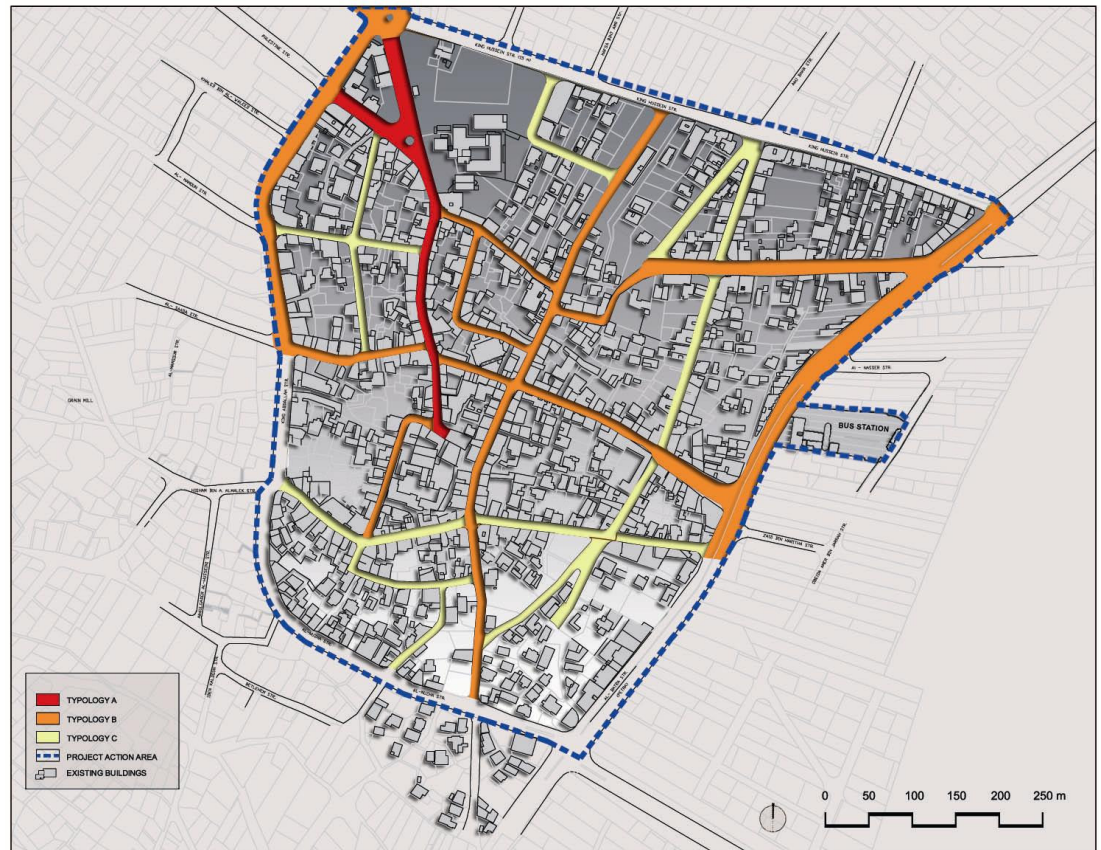
- 1) to make the safest and most productive use of existing road-based transport system resources;
- 2) to adjust, adapt, manage and improve the existing transport system to meet specific objectives, including (but not limited to) the protection of the most sensible components of the urban environment;
- 3) to maximize the effectiveness of existing infrastructures, in order to avoid or minimize capital expenditures;
- 4) to improve traffic safety and protect the most vulnerable traffic components, such as pedestrians, bicycles and other non-motorized vehicles;
- 5) to reduce the impact of road traffic on the environment (i.e. to reduce pollution, noise, etc.).

The contents of the Traffic Management Program will include:

- 1) traffic regulation (junction canalizations; signing and lining; traffic signals; area traffic control; pedestrian facilities and street space management; facilities for bicycles and other non-motorized vehicles; bus priority);
- 2) demand management (parking management; control and pricing; traffic calming; pedestrian only zones);
- 3) road use and classification (functional classification of road networks; road use regulation);
- 4) road safety (institutional arrangements and practices; accident data collection and analysis and remedial engineering; enforcement and education; road user education, enforcement, including equipment and training).

#### 4.2.2. PHYSICAL ACTIONS

##### [M.01] UPGRADING OF THE CITY CORE STREET NETWORK

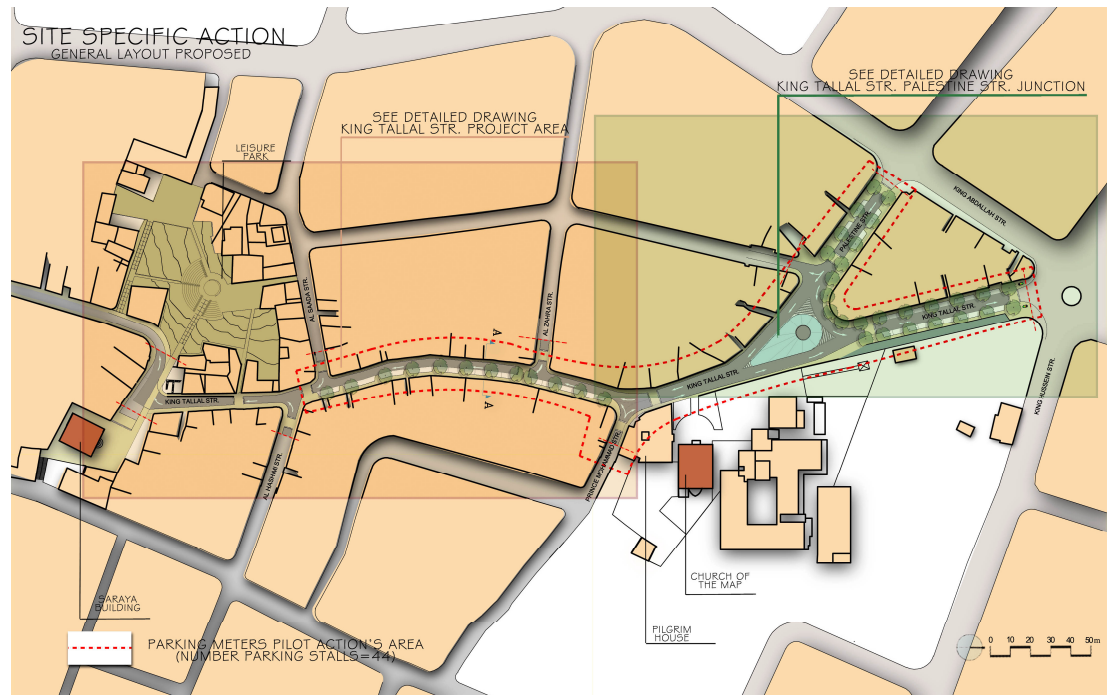


This action will reinforce the grid of primary, secondary, and tertiary streets in the project perimeter, with a hierarchy of intervention levels. The first level will ensure the highest impact both from a functional and a visual point of view, while the third will ensure a basic upgrading of the functionality of the streets. It is expected that this action will contribute in addressing the physical decay of the urban environment and the crisis of the public space.

The specific objectives of this action are:

- 1) to improve the environmental quality of the public space in the historic core;
- 2) to improve the municipal infrastructure framework;

- 3) to rationalize the allocation of spaces dedicated to parking and to vehicular and pedestrian traffic;
- 4) to encourage private owners of building to rehabilitate their assets within the framework of the new historic core regulation.



Moreover, the action is focused on the solution of some site-specific issues, that include:

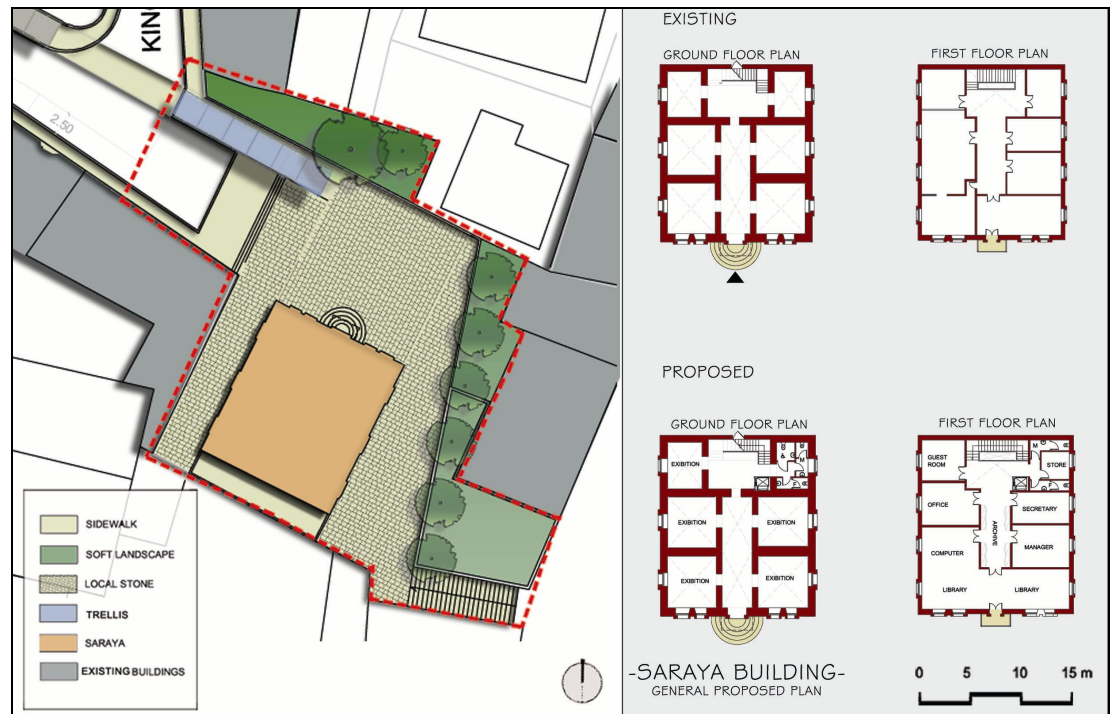
- 1) the rationalization and beautification of King Tallal Street;
- 2) the rationalization and beautification of the of King Tallal /Palestine street junction (the "Church of the Map node");
- 3) the creation of a quality urban pedestrian plaza in front of the Saraya Building.

The needs for below-grade infrastructural integration have been determined on the basis of a detailed municipal infrastructure assessment, and are integrated in the project action so to ensure the maximum effectiveness of the intervention.

This action will provide approximately 8,500 sqm of rehabilitated public space for King Tallal Street and 46,600 sqm for the rest of the network.



## [M.02] THE CREATION OF A NEW HERITAGE CENTRE AT THE SARAYA BUILDING



The Saraya Building forms, together with the nearby catholic Church of St. John, an architectural compound known as the local "acropolis", due to its location atop a topographical relief placed centrally within the urban fabric of the core. The Saraya is an emblematic example of the Ottoman civic architecture; nowadays, it is used for administrative activities (police station) and its architectural and symbolic potential is unexploited. The high symbolic value which the "acropolis" compound has for the entire urban community, makes the Saraya ideally suited for the creation of a cultural centre, aimed at the discovery and preservation of the city's history, cultural heritage and living traditions.

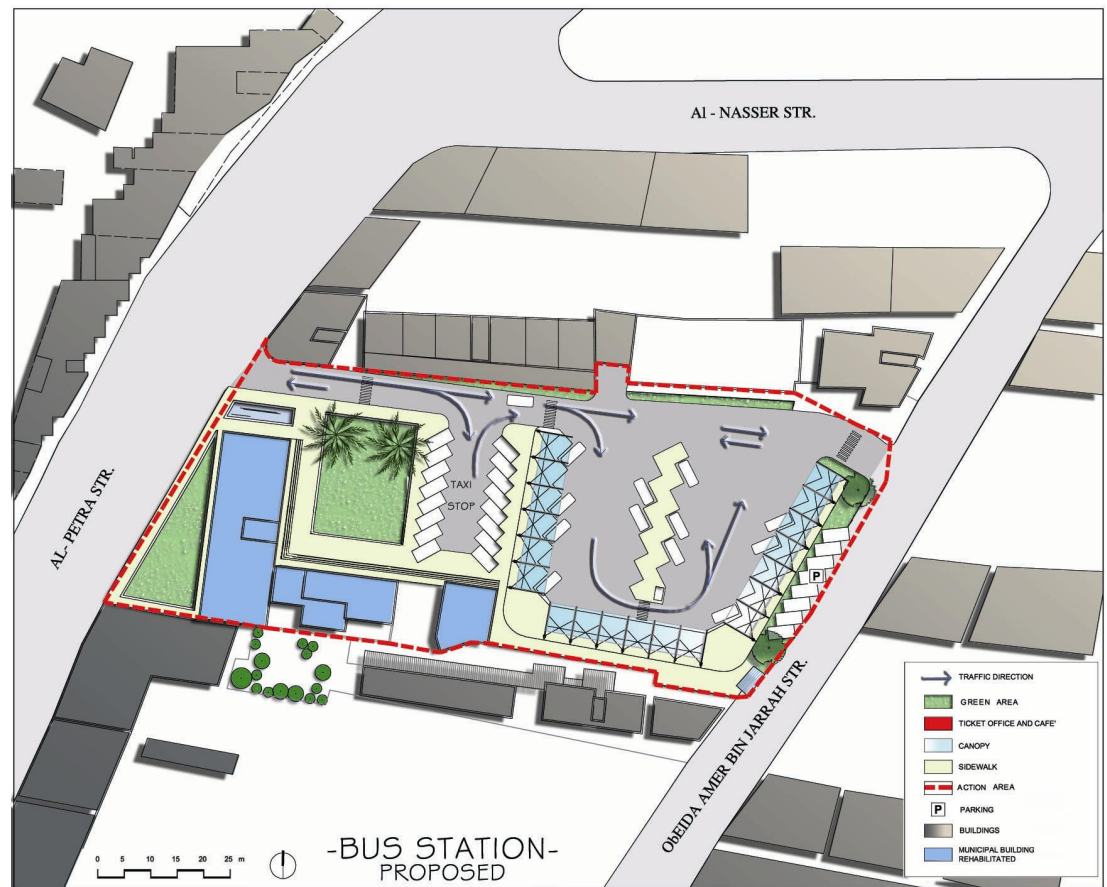
The new Saraya Heritage Center together with the adjacent proposed leisure park acts as the ideal *terminus* of the new Linear Civic Centre which comprises the rehabilitation of the urban node of the Church of the Map and the redesign of the axis of King Tallal Street.

The specific objectives of this action are:

- 1) to ensure, through proper restoration and adaptive re-use, the preservation of a landmark heritage building;
- 2) to return it to the civil society as a community asset, emphasizing its symbolic value as a place of collective memory;
- 3) to improve the experience of the city for visitors and tourist providing advanced documentation and information services.

The implementation of this project will take the form of a public-private partnership, in which the public partner will provide the rehabilitated building (approximately 550 sqm) and surrounding public space (approximately 860 sqm); the private partner will provide internal organization, information and documentation materials and management.

### [M.03] THE RE-DESIGN OF THE EXISTING BUS STATION



Due to its continuing role as the principal agricultural centre of the region, Madaba attracts vast numbers of local commuters who reach the city on a daily basis. Regardless of the Municipality's recent realization of a new bus station on the extreme eastern periphery of the city, which is still un-utilized, the existing main bus station compound continues to be an important urban node and a gateway to the city core for visitors from the surrounding towns. The position of the bus station on the external edge of the Ring Road, makes it a significant inside-outside interface as well as a major piece of the circulation network.

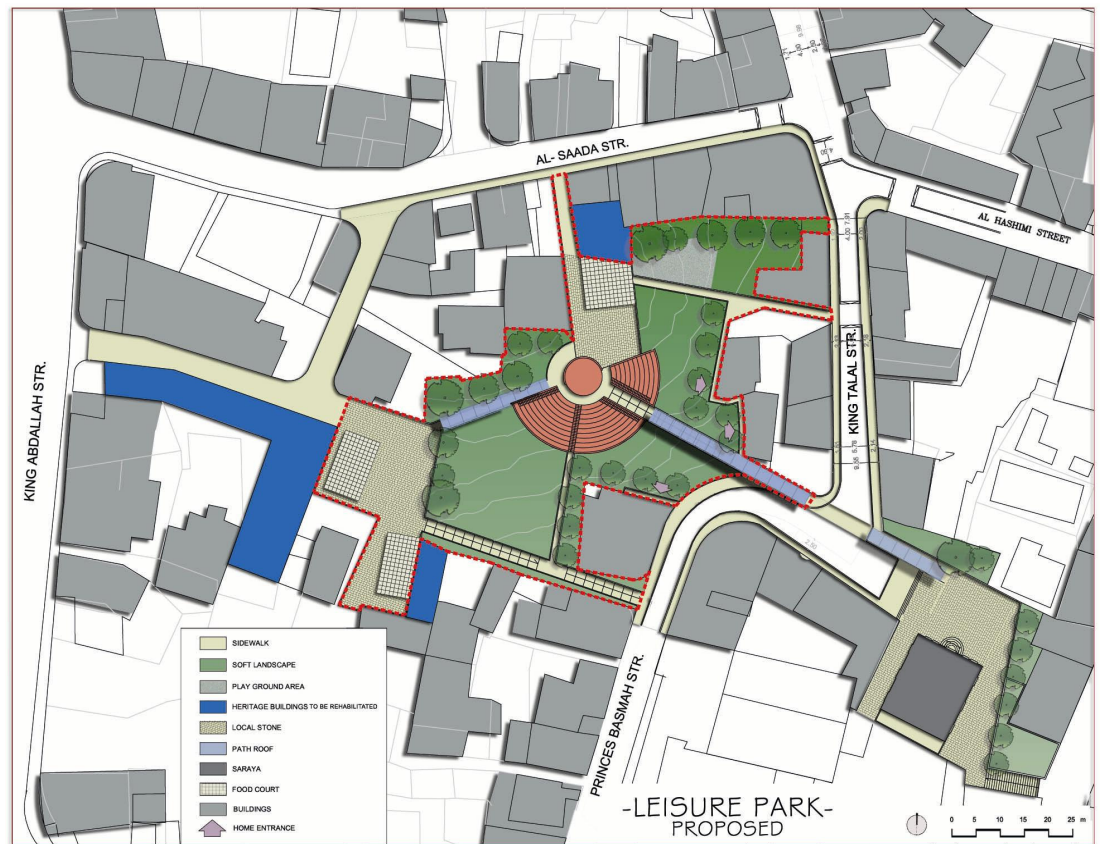
The project specific objectives are:

- 1) to improve the accessibility to the historic core and its connection with the outside, thus contributing to the re-establishment of its urban centrality;
- 2) to improve the environmental quality of the public space;
- 3) to give economic benefits to the city while establishing in this highly frequented place improved commercial activities and services.

The project will include the rationalization of entrance and exit paths for pedestrians, private vehicles and buses, the provision of shaded stalls for buses equipped with seating facilities, landscaping of the open spaces and the rehabilitation of the existing buildings for multi-purpose activities.

This action will provide approximately 6,00 sqm of rehabilitated public space and approximately 1,240 sqm of rehabilitated multi-purpose buildings..

#### [M.04] REALIZATION OF LEISURE AND HANDICRAFT FACILITIES



The project proposes the transformation of a vast decayed void, located within the urban fabric of the city core, into a leisure park supported by a series of structures dedicated to the promotion of local handicrafts and to the provision of spaces where the local population can meet and socialize. The new leisure park acts as the ideal *terminus* of the proposed new Linear Civic Centre which comprises the rehabilitation of the urban node of the Church of the Map, the redesign of the axis of King Tallal Street and the restoration of the Ottoman landmark building known as the Saraya and its re-use as the city's heritage centre.

The specific objectives of this action are:

- 1) to improve the environmental quality of the public space by reclaiming a decayed area located in the historic core and connecting it to the King Tallal Street system;
- 2) to supply the residents with outdoors leisure spaces;
- 3) to give economic benefits to the city by creating a place to showcase the local handicraft and typical products and improving the local skills;

The implementation of this project will take the form of a public-private partnership, in which the public partner will provide the acquisition, rehabilitation and management of the outdoor space, and the private partner will ensure the rehabilitation and management of the buildings. It is assumed that the PPP model will increase the sense of ownership of the local population towards the CRP.

This action will provide approximately 5,500 sqm of rehabilitated public space and approximately 850 sqm of rehabilitated buildings for multi-purpose commercial functions.

### 4.2.3. CAPACITY BUILDING

The objective of the capacity building action is to strengthen the capacity of GMM in order to (a) play its role within the context of the City Revitalization Program, and to manage and preserve in a sustainable way the historical centre; (b) improve its performance in service delivery; and (c) play an increased role in the reinforcement of social cohesion, urban integration, and social and economic development of the city.

The support that will be provided to the Municipality will include:

- 1) recruitment of personnel for the creation of a “technical support unit” and the reinforcement of capacities of the municipality in urban planning and management in the historic core;
- 2) training on: (a) Historic core regulations and conservation and restoration of historic buildings; (b) the use of GIS and other tools for urban planning and management ; (c) appropriate maintenance and management of urban services and spaces;
- 3) “Adressage” for the improvement of urban planning and management of the historic core;
- 4) technical assistance for: (a) enforcement of the new Historic Core Regulation; (b) the improvement of the urban management of the historic core, including the preparation of the traffic management program; (c) conception of the “Addressage”; and (d) setting up of indicators and procedures for the monitoring and evaluation of the urban service delivery.
- 5) delivery of IT equipment (hardware and software) for the department of Urban Planning and Technical Support Unit.

The action is limited to build the capacity strictly related to the implementation of the city revitalization program. The expected results include:

- 1) development of the technical and institutional capacity of the municipality to implement, monitor and ensure the sustainability of the core city revitalization plan, including the capacity building actions.
- 2) development of the technical and institutional capacity of the municipality to enforce the new Historic Core Regulation, and to promote, assist, and monitor the conservation and the rehabilitation of the urban and architectural heritage.
- 3) reinforcement of the institutional and organizational capacities of the municipality in urban planning and management, particularly in the historic core;
- 4) improving the capacity of the municipality to provide urban services of better quality, in particular in the field of maintenance and management of the urban space of the historical core;
- 5) improvement and reinforcement of the forms of participation of the local population and stakeholders.

The capacity building action is to be put in place, as much as possible, jointly by the four municipalities concerned by the TTDP, to ensure economy of scale and to establish a process of collaboration and transfer of competences between them.

### 4.2.4. ACQUISITIONS

The acquisition of some lands/buildings, as described in the following table, is an essential pre-condition for the execution of the CRP. The Municipality will be responsible for the acquisitions within the deadline established by the implementation plan.

PROJECT ACTION	ACQUISITION OF	ESTIMATED COST
Realization of leisure and handicraft facilities	Land	255,000 JD

TABLE 2 – SUMMARY OF ACQUISITIONS



### 4.3. OUTPUT INDICATORS

The following table summarizes the output indicators related to the implementation of the city revitalization program during its life cycle.

PROJECT COMPONENT/SUBCOMPONENT	OUTPUT INDICATORS
<b>A. REGULATORY ACTIONS</b>	
Madaba historic core regulation	Approved Madaba Historic Core Regulation
Pilot parking meters plan	Number of parking stalls included in the pilot
<b>B. PHYSICAL ACTIONS</b>	
[M.01.a] Upgrading of the city core street network.	Square meters of rehabilitated street network/public space
[M.01.b] The re-design of King Tallal Street	Square meters of rehabilitated public space
[M.02] New heritage centre at the Saraya Building	Square meters of rehabilitated heritage building Square meters of rehabilitated public space.
[M.03] The re-design of the existing bus station	Square meters of rehabilitated building Square meters of rehabilitated public space
[M.04] Realization of open air leisure facilities	Square meters of rehabilitated public space Square meters of rehabilitated commercial space
<b>C. CAPACITY BUILDING</b>	
Recruitment of personnel	Recruitment of 8 persons
Training	Delivery of training program to GMM
"Adressage"	Historic core streets and buildings completely identified with postal addresses.
Technical Assistance	TA delivered to the four municipalities jointly.
Equipment	Technical equipment installed and operational

**TABLE 3 – OUTPUT INDICATORS**

## 5. Estimated costs and financing plan

The total investment will amount to 6.3 million US\$, with the main investments being concentrated in action "M.01 - Upgrading of the street network" (42.69%) and in action "M.04 Realization of leisure and handicraft facilities" (22.64%).

PROJECT ACTIONS	JD	US\$	%
M.01 Upgrading of the city core street network.	1,909,099	2,694,559	42.69
M.01a Rehabilitation of King Tallal Street and of the Church of the Map node	329,509	465,079	7.37
M.02 The creation of a new heritage centre at the Saraya Building	283,954	400,781	6.35
M.03 The re-design of the existing bus station	612,544	864,563	13.70
M.04 Realization of leisure and handicraft facilities	1,012,241	1,428,707	22.64
Capacity building		457,650	7.25
1 JD = US\$1,41			
<b>Total cost of Madaba CRP</b>		<b>6,311,339</b>	<b>100.00</b>

The main investments are concentrated in the third and fourth year of implementation (2.4 million US\$ and 2.1 million US\$ will be invested in those two years respectively).

	IMPLEMENTATION PERIOD					Year 6	Year 7	Year 8	Year 9	Year 10
	Year 1	Year 2	Year 3	Year 4	Year 5					
<b>Total Financing Required</b>										
Total project costs	324,904	1,313,345	2,392,680	2,145,530	134,880	0	0	0	0	0
Interest during construction	0	0	0	0	0	0	0	0	0	0
<b>Total Financing</b>	<b>324,904</b>	<b>1,313,345</b>	<b>2,392,680</b>	<b>2,145,530</b>	<b>134,880</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Financing</b>										
Central Gov	267,404	1,306,625	2,286,086	1,615,895	54,000	0	0	0	0	0
Municipalities	57,500	6,720	13,440	20,160	80,880	0	0	0	0	0
Privates	0	0	93,154	509,475	0	0	0	0	0	0
<b>Total Project Financing</b>	<b>324,904</b>	<b>1,313,345</b>	<b>2,392,680</b>	<b>2,145,530</b>	<b>134,880</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

	OPERATIONAL PERIOD					Year 6	Year 7	Year 8	Year 9	Year 10
	Year 1	Year 2	Year 3	Year 4	Year 5					
<b>Total Financing Required</b>										
Total project costs	0	0	11,458	30,287	59,217	78,146	118,526	226,526	118,526	118,526
Interest during construction	0	0	0	0	0	0	0	0	0	0
<b>Total Financing</b>	<b>0</b>	<b>0</b>	<b>11,458</b>	<b>30,287</b>	<b>59,217</b>	<b>78,146</b>	<b>118,526</b>	<b>226,526</b>	<b>118,526</b>	<b>118,526</b>
<b>Financing</b>										
Central Gov	0	0	11,458	22,187	31,917	15,766	50,646	104,646	50,646	50,646
Municipalities	0	0	0	0	0	26,880	26,880	80,880	26,880	26,880
Privates	0	0	0	8,100	27,300	35,500	41,000	41,000	41,000	41,000
<b>Total Project Financing</b>	<b>0</b>	<b>0</b>	<b>11,458</b>	<b>30,287</b>	<b>59,217</b>	<b>78,146</b>	<b>118,526</b>	<b>226,526</b>	<b>118,526</b>	<b>118,526</b>

## 6. Summary of analyses

### 6.1. SOCIAL ASSESSMENT

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The movement of accelerated urbanization that Jordan knew since the beginning of the 1970, combined with the demographic growth and the migratory waves of the populations, deeply transformed the socio-spatial structures of the country. In all of the Jordanian localities, the spatial and urban morphology, the way of life and consumption, the socio-economic structures, the social and collective forms of organization have been strongly affected and transformed. In this context, it is not exaggerated to say that all the Jordanian towns are, to some extent, new cities, which are formed by the assembly of various, more or less uprooted, groups, or "parts" brought back and juxtaposed. Urban development, demographic growth, massive arrival of populations of Palestinian and/or rural origin, as well as the socio-economic evolutions and socio-policies of the Jordanian society: all these phenomena have transformed the socio-spatial structures of these cities and have put under question the various components of their socio-urban traditions, to a point that makes it possible to speak today about "cities in mutation and transition" and "local communities in the course of re-composition and reorganization".

In this context, Madaba has to face a number of key issues affecting its social and economic development. These key issues include the decay of the socio-urban fabric, the urban disintegration, the loss of commercial centrality and the decay and crisis of public spaces. In fact, after the demographic transformation and the institutional reorganization, Madaba has become a mosaic of disparate, juxtaposed territories. It is a major challenge to establish a new connecting bond amongst these otherwise disconnected realities.

Nowadays, due to its social and physical decay, the historic core is a centrifugal space. The challenge is to restore the core as a centripetal place of attraction, connection, link and communication amongst the different territories of the city. In other words, the right of access to the city is to be returned to the inhabitant, namely to the young people and to disadvantaged groups. This will happen, if the program succeeds in reinforcing the urban integration in a federating space, a space of urban and economic centrality.

The project development objective is to improve urban integration, social cohesion and local economy in Madaba by creating conditions for a process of sustainable revitalization of the historic core and tourism development.

In other words, the main challenge that the historic core of Madaba is facing, is to recover its urban centrality and be revived with a new "social and economic mission" within its regional context. The historic core, restored as public space of social encounter and communication, will create the conditions for a mutual knowledge and acknowledgement amongst the different communities and amongst the different ages and genders. Furthermore, this will answer at the specific needs of the youth that, in the current situation, is locked into the bipolarity between the space of the family and the space of the education., while creating a third space for the communication and the leisure.

The improved quality and livability of the historic core will benefit all city residents, occasional visitors and tourists, to recover centrality, reconstruct social cohesion and revert the decay of the socio-urban fabric;

From a social point of view, the revived historic core will contribute to reconstruct social cohesion amongst the different social groups providing a common federating space for the entire population, where the cultural heritage is preserved and enhanced in both its symbolic and economic role, and urban space is improved for the benefit of residents and visitors.

From an urban point of view, the focus is on the improvement of the socio-urban fabric, the recovery of commercial and urban centrality and the improvement of the urban environment as a high quality civil space.

## 6.2. ENVIRONMENTAL ASSESSMENT

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The objectives of the EA study are to assess the environmental issues of the target area and to validate the CRP as a whole from an environmental point of view, by examining the project's potential negative and positive environmental impacts.

A number of site visits by the different members of the technical team were organized during the course of the study. The visits were carried out during the months of October and December 2004. Site visits covered most of the districts of Madaba old city, proposed location for the projects, neighborhood residential areas and other infrastructure facilities within the project areas.

The technical team undertook intensive consultations with the officials, technicians and public at the Municipality of Madaba City, Ministry of Environment, Ministry of Tourism and the local communities. Consultations were carried out through official meetings, site visits, scoping sessions and public consultations.

No industry leading to severe **air pollution** exists in Madaba. Air quality and noise are not considered to be a major problem, although, exhaust fumes from badly maintained vehicles and from traffic in narrow roads, engines that are left running for extended periods during car halt as well as horns are frequently sounded pose some nuisance to local inhabitants and visitors.

The environmental factor **flora and fauna** will not be a major issue of concern in a densely populated town with only very limited vacant area within the built-up area. However, it should be mentioned that roadside trees have been planted at a few roads as well as some older trees grow on public areas. These are valuable ecological assets in an area with only sparse vegetation, as well as they are important for landscaping aspects and for urban microclimate.

As long as **water** is concerned, it should be noted that the city is served by two well fields<sup>1</sup>. The water is chlorinated and pumped into Madaba reservoir from where it is distributed by gravity. The water consumption in Madaba is 137 l/capita/d. Due to restrictive measures the commercial loss has been reduced (new water meters, campaign against illegal use). The leakage was reduced from approx. 60 % nine month ago to now approx. 45 %; it is estimated that the physical loss circles around 30 %. During summer time water shortage is frequent. In this case, water is supplied area-wise with a frequency of one day per week in the city and even only hours per week in the more remote rural areas. Water tankers from private enterprises sell additional water from privately owned wells. In general, drinking water resources should be responsibly managed. Clearly, excessive use of ground water for watering the vegetation should be avoided. It should be considered to investigate in measures for reduction of the usage e.g. rainwater storage tanks for irrigation of the greens and water saving trickle irrigation systems. It is proposed to investigate the potential for re-use of treated sewage water especially for municipal greens and parks in the next project phase. There is a surplus of treated effluent during the winter period. Any tourist development accompanied by overnight stays will increase high water demand in peak months. Wherever possible, new projects should implement modern water saving techniques to reduce consumption. As a modernization campaign all taps and toilets should be equipped with water saving devices within a reasonable time period.

The main features of the **historic fabric** are reflected in the early Ottoman village (1880 - 1918), and in the subsequent phases of the urban growth, which occurred until the '40s. Since the '70s, the urban settlement was no longer "self contained" but became part of a wider urban context; commercial, administrative and institutional functions concentrated along the Ring Road and along the two main radial roads, depending on the availability of an easy vehicular access. As a result a large part of the "vernacular" and "pre-modern" fabric of the Ottoman village and its former expansions was destroyed, leading also to the definite loss of the underlying historic and archaeological layers.

Within the urban fabric, the main remaining elements are: (a) the "vernacular" residential or

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<sup>1</sup> Located in Alwala Wadi 12 km southwest of Madaba and Swaqa 40 km east of Madaba.

mixed residential-commercial buildings now scattered within the target area, whose architectural characters still reflect the local typological and construction “traditions”; and (b) the central commercial spines of King Talal, Al Hashimi and Prince Hassan streets, which has dictated the development of the urban settlement through the recent history of Madaba, and still represent the most interesting and meaningful public space of the city.

Moreover, several **archaeological sites** are scattered within the urban fabric of the historic core and its immediate outskirts, representing different eras from the Iron Age up to the establishment of the modern history of Jordan. Excavations have been undertaken as early as the late 19<sup>th</sup> century till present, and further areas still need to be excavated. An Archaeological Park was established in 1992, which represents an attempt of integrating and presenting, within the urban fabric, the different layers of the ancient history of Madaba.

After examination of the current conditions of the target area; the technical, financial and social aspects of the proposed actions; and the anticipated environmental impacts on the physical, ecological and socio-economical aspects of the environment, it can be concluded that the proposed projects will have a **net positive socio-economic impacts on the residents and environment** of Madaba City. The positive impacts in the short, medium and long term exceeded the anticipated negative impacts during the construction and operation phases.

### **6.3. INSTITUTIONAL ASSESSMENT**

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The decline of the historical centre, the degradation of its urban and residential fabric and the crisis of its functions of centrality are strongly related to the general weakness of the municipal institution.

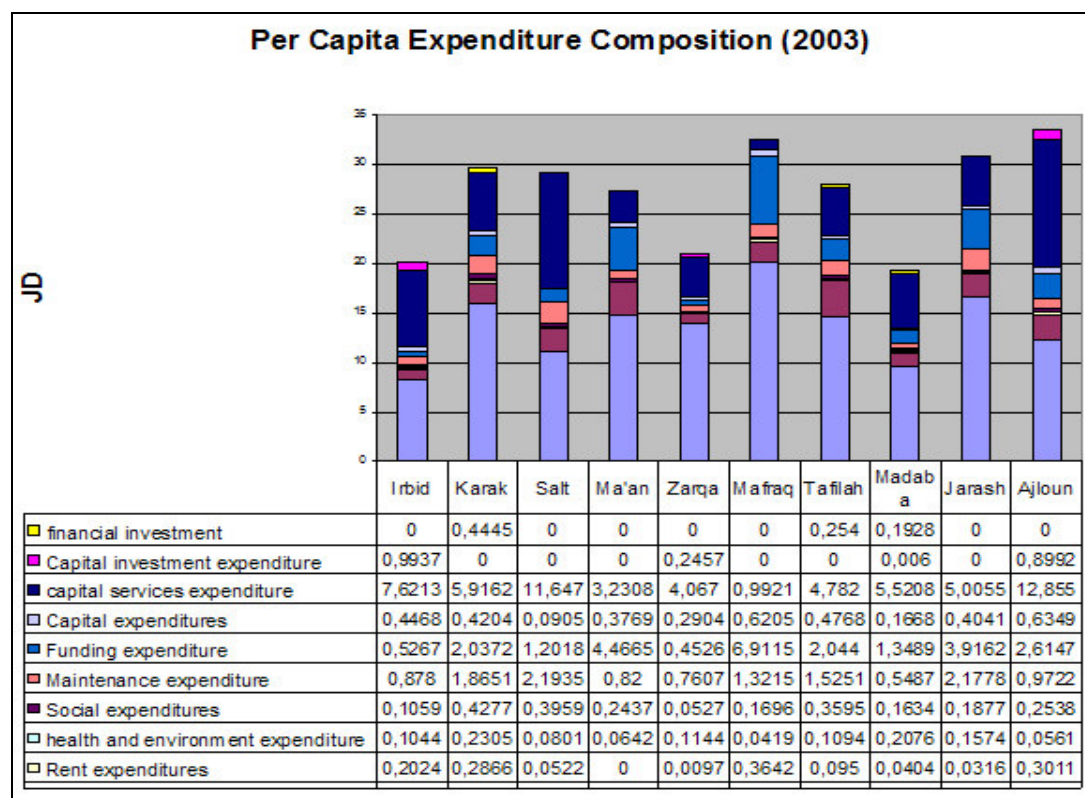
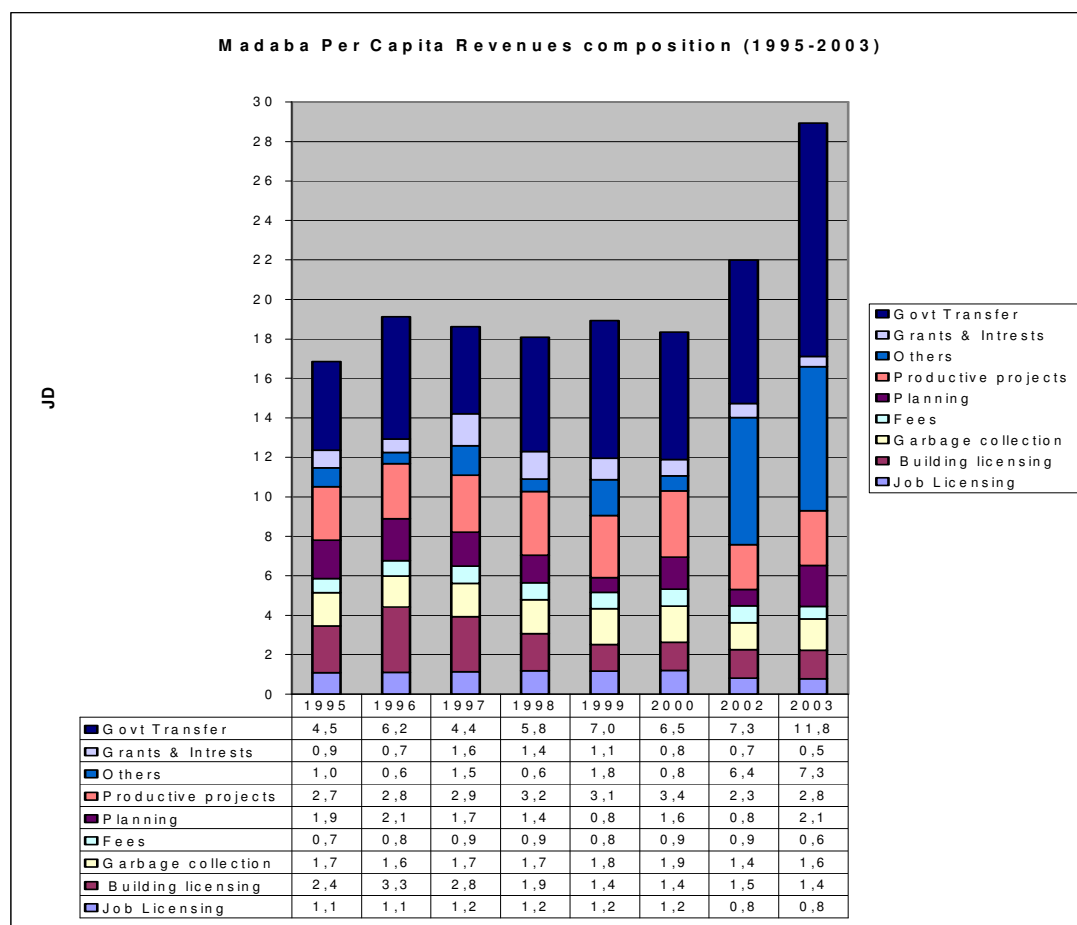
Conversely, the success and the sustainability of the program of revitalization and development of the historical centre are strongly conditioned by the commitment and the capacity of the municipality, and by the improvement of its capacity to mobilize the local resources and to play its role effectively, in particular in the fields of urban planning and management, in the provision of urban services of better quality and in the social and economic development of the city.

Amongst historical cities in Jordan, Madaba stands as an ancient Municipality, established at the beginning of the XX century, that distinguished itself for a strong will and capacity to mobilize local resources to realize, autonomously and often independently from the central government, important projects for the city.

Nowadays, the weakness of the Municipality shows mainly concerning the availability of resources: its revenues, until 2000, were amongst the lower amongst Jordanian cities (17-18 JD per capita, compared to Karak that reached some years 55 JD); Madaba has been disadvantaged mainly from government transfer. The revenues increased in 2002 (22 JD) and 2003 (28 JD).

When it comes to expenditures, Madaba is characterized by the lowest level of expenditure amongst the Governorate cities, with 18 JD per capita (2002) and 19 JD per capita (2003) when Ajlun and Mafrq show an almost double value. The labor cost is amongst the lowest (10 JD per capita in 2000), and nevertheless it covers almost 50% of municipal expenditures.

Moreover, Madaba shows the lowest level of expenditure for maintenance of public space and municipal infrastructure is 0,55 JD per capita, the lowest between the governorate cities. Capital expenditures are limited to modest construction and roads paving.





The institutional assessment has shown that the following key issues affect the capacity of the Madaba Municipality, and may hinder its successful participation in the CRP:

- 1) **Urban planning and management:** the municipality has very low capacity to provide for structural and strategic planning and management, to determine in a suitable way the location of the various commercial and urban activities and to put in place and to enforce urban regulations for construction and use of public spaces. This situation has resulted in an anarchistic and uncontrolled urban development and in the degradation of the environment and urban fabric of the historical core in particular.
- 2) **Management of public spaces and urban services.** The level and the quality of urban services and the maintenance of public spaces are weak (maintenance of storm drainage and sewerage, street lighting; management of garbage collection and cleanliness of public spaces and places such as the road station and markets; maintenance of the street network; traffic and parking management, control over signage and shop windows etc.)
- 3) **Promotion and enforcement of sanitary and public health rules.** At present, the municipality monitors and enforces the compliance with the sanitary regulations, in particular those related to the marketing of foodstuffs. However, the municipality does not have sufficiently qualified and trained personnel to assume this responsibility. Even though, this is an imperative to protect the health of the local population, it is still of primordial importance from the point of view of the development of the tourist potentials of the city.
- 4) **Absence of coordination between the municipality and the public utility companies.** This problem is evident on multiple levels and undermines the effectiveness of the majority of municipal services. It is in particular the case of the companies of Water and Electricity, which, often, carry out works without any form of coordination with the concerned municipal departments.
- 5) **Great weakness of human resources and qualification.** In spite of a significant over-staffing and of the fact that an important part of the expenditure is devoted to the staff expenses, the municipality is heavily handicapped by the very low qualification and training level of its personnel and their weak engagement in the duties requested of them.
- 6) **Organizational weakness.** To face the organizational weakness and the lack of coordination between the various services, the municipality started to set up plans for reorganization based on a general outline conceived by the Ministry of Municipal Affairs. However, the municipality considers that these plans remain insufficiently adapted to its needs and problems, and that it needs technical assistance based on specific analysis in order to be able to restructure and improve its services and functions.
- 7) **Weakness of financial management and of revenues generated by the municipality.** The financial situation of the municipality has improved during the last three years thanks to the increase in the revenues transferred by the State, to a better collection of revenues and local taxes, and to a better management of its expenditure. However, in spite of this effort, the financial situation remains marked by many weaknesses, particularly: weakness of financial resources in comparison to the expenditure; very limited revenue autonomy; lack of efficiency in revenues collection; weakness of the revenues generated by the income-generating projects; irregularities and variation in the revenues from year to year; low capital investment. Moreover, it should be noted that salaries and wages eat up a big part of the budget, and that the interest expenditures are high.
- 8) **Absence of mechanisms of accountability and of forms of participation** of the local population and stakeholders. The population currently has little information on the municipal actions and decisions and tends to perceive the municipality as a simple administration on which the citizens have little influence. This lack of participation and involvement of the population weakens in multiple ways the capacity of the municipality to co-produce with the users services of quality, to make them accept its decisions and its orientations, to make them respect the regulations and the standards of use of public services and spaces, and to obtain the approval and the collaboration of the local citizens in collecting municipal taxes. It also weakens the capacity of the municipality to continue to

be the framework where the interests of and the rapports between the various social groups are negotiated and, consequently, to play its part in the construction and the reinforcement of social cohesion.

#### 6.4. ECONOMIC ANALYSIS

The economic analysis of the CRP proposal for Madaba has been developed according to the data presented in Annex 1 "Detailed description of the CRP" regarding foreseen investment and operating costs within the first 8 years of program implementation.

The total investment costs amount to 6,311,339 US\$ and the operating costs for the first 8 years to 416,159 US\$.

A) WORKS	YEARS								TOTAL
	1	2	3	4	5	6	7	8	
Road construction	79,302	323,690	693,258	554,607					1,650,858
Utilities upgrading	6,351	70,769	279,745	223,796					580,662
Traffic management plan		3,529	17,643	14,114					35,286
Artistic paving and work of art	16,937	39,520							56,457
Restoration of existing buildings		111,009	90,826						201,834
Public piazza and garden		13,399	17,411	122,528					153,338
Internal furnishing			93,154	144,474					237,628
Static consolidation & structural reconstruction				42,343					42,343
Rehabilitation of existing buildings		192,519	157,516	240,790					590,825
Bus parking areas		68,624	56,147						124,770
Green areas		10,868	8,892						19,760
Special canopy structures		77,629	63,514						141,143
Hard landscape and special structures			14,114	268,172					282,286
<b>TOTAL COST OF WORKS</b>	<b>102,591</b>	<b>911,555</b>	<b>1,492,221</b>	<b>1,610,824</b>					<b>4,117,191</b>
<b>B) ADDITIONAL PROVISIONS</b>									
<b>B1) TECHNICAL EXPENSES</b>									
Detailed design consultancy (8% of A)	8,207	72,924	111,925	113,921					306,978
Construction supervision and management (8% of A)	8,207	72,924	111,925	113,921					306,978
Topographical & archaeological surveys/specialistic investigations (5% of A)	5,130	45,578	69,953	66,385					187,045
<b>B2) CONTINGENCIES (15% OF A)</b>	15,389	136,733	209,860	213,601					575,583
<b>TOTAL COST OF ADDITIONAL PROVISION</b>	<b>36,933</b>	<b>328,160</b>	<b>503,664</b>	<b>507,827</b>					<b>1,376,583</b>
<b>C) LAND ACQUISITION</b>			<b>359,915</b>						<b>359,915</b>
<b>D) CAPACITY BUILDING</b>									
Recruitment of personnel	26,880	26,880	26,880	26,880	26,880				134,400
Training	13,500	6,750							20,250
Municipal information system	10,000	20,000	10,000						40,000
Technical assistance	20,000	20,000							40,000
In-kind assistance	115,000				108,000				223,000
<b>TOTAL COST OF CAPACITY BUILDING</b>	<b>185,380</b>	<b>73,630</b>	<b>36,880</b>	<b>26,880</b>	<b>134,880</b>				<b>457,650</b>
<b>FINAL ACTION PROJECT COST (A+B+C+D)</b>	<b>324,904</b>	<b>1,313,345</b>	<b>2,392,680</b>	<b>2,145,530</b>	<b>134,880</b>				<b>6,311,339</b>



E) OPERATING COSTS			11,458	30,287	59,217	78,146	118,526	118,526	416,159
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TABLE 4 - INVESTMENT AND OPERATING COSTS (IN US\$) OF MADABA CRP

In general, during the realization phase, the single most directly affected economic sector will be, obviously, that of construction, this will, in turn, strongly impact on small enterprises and craftsmen sectors.

During the management phase the most affected sectors will be the following:

- commercial (shops in the historic cores);
- handicraft (both construction and commerce related);
- informal sector;
- public/municipal sector;
- tourism-related activities (restaurants, hotel, tourist guides, tourist transport, etc.);
- all services related to the above.

The economic benefits generated by the implementation of the Madaba CRP can be quantified mainly in terms of

- increase in residents and tourists' expenditures for shopping, due to the street and landscape beautification within the city core, to the upgrading of urban spaces and, above all, to the provision of new cultural assets and leisure facilities;
- increase in the number of visitors due to the greater tourist attractiveness of Madaba.

As for the last aspect, the indirect benefits of Madaba CRP can be quantified measuring the value added generated by the increase in tourists' expenditure.

The additional expenditure has been estimated as equal to the current tourists' average daily expenditure multiplied by the additional number of tourists. Such estimation is based upon the assumption that the CRP implementation will increase the number of visitors to Madaba Church of the Map of an additional 10% with respect to the peak visitor flows recorded in 2000.

To convert expenditures in value added, gross output and gross value added of the main sectors (industry, service and trade) have been considered.

According to the above, the total amount of economic benefits generated by the implementation of Madaba CRP will amount to 1.200 millions of JD in situation of normal operation.

As for economic effectiveness, the results of the cost-benefit analysis show an almost sufficient profitability for Madaba CRP: a positive ENPV is found, evaluated at a discount rate of 12%, of 3,250 thousand US\$ and a EIRR of 22.3%.

## ECONOMIC ANALYSIS FOR THE COMMUNITY – MADABA CRP

	YEARS																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Investment costs	302	1,219	2,220	1,991	125	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Running costs			11	30	59	78	92	92	92	92	92	92	92	92	92	92	92	92	92	92
Indirect economic benefits	0	0	400	677	954	1,232	1,570	1,694	1,694	1,694	1,694	1,694	1,694	1,694	1,694	1,694	1,694	1,694	1,694	1,694
Residual value																				2,928
<b>Net benefits</b>	<b>(302)</b>	<b>(1,219)</b>	<b>(1,832)</b>	<b>(1,344)</b>	<b>770</b>	<b>1,153</b>	<b>1,479</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>1,602</b>	<b>4,530</b>
<b>Accrued net benefits</b>	<b>(302)</b>	<b>(1,520)</b>	<b>(3,352)</b>	<b>(4,696)</b>	<b>(3,926)</b>	<b>(2,772)</b>	<b>(1,294)</b>	<b>308</b>	<b>1,910</b>	<b>3,512</b>	<b>5,114</b>	<b>6,716</b>	<b>8,318</b>	<b>9,920</b>	<b>11,522</b>	<b>13,124</b>	<b>14,726</b>	<b>16,328</b>	<b>17,930</b>	<b>22,460</b>

<b>ECONOMIC IRR</b>	<b>22.3%</b>
<b>ECONOMIC PNV (,000 US\$)</b>	<b>3,250</b>
<b>BACK DISCOUNTING RATE</b>	<b>12,00%</b>

	<b>HP1</b>	<b>HP2</b>	<b>HP3</b>
Benefits change	0	-15%	-10%
Investment costs change	10%	0	10%
Running costs change	10%	0	10%
<b>EIRR</b>	<b>27.3%</b>	<b>18.4%</b>	<b>14.4%</b>
<b>VAN</b>	<b>3,960</b>	<b>1,820</b>	<b>724</b>

## **6.5. FINANCIAL ANALYSIS**

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The total investment of the Madaba CRP proposal will amount to 6.3 million US\$, with the main investments being concentrated in the third and fourth year of implementation (2.4 million US\$ and 2.1 million US\$ will be invested in those two years respectively). As for the single actions, action M.01 - Upgrading of the street network is the one far more expensive among the four foreseen by the CRP; indeed it amounts to 3.2 million US\$, accounting for almost a half of the total envisaged investment.

Two PPP actions - representing the 10% of the total with an amount of more than 600.000 US\$ - have been foreseen in the analysis:

- Cultural Center in the Saraya building;
- Park and structure for Leisure facilities.

Though the analysis results do not show profit from the Cultural Center management, as this is a cultural activity for which profit is not the chief aim, the minimum financial target must be sustainability (to break even on costs). This goal seems to have been attained.

The results obtained for the leisure park display a sound profitability: a FNPV is found, evaluated at a back discounting rate of 10%, of 92 of thousands US\$ and a consequent FIRR of 12.5%. Thus, the leisure park seems to offer a high rate of profitability even taking into account all the investment costs, i.e. rehabilitation, restoration, consolidation and services.

The implementation of the Madaba CRP will have effect on the public administrations' budget in terms of both incomes and expenditures. The professional capacity and soundness related to the realization and management of the projects envisaged in the Program will be analysed in Annex 5 "Municipal organization, management and finance".

As for incomes, the Program will have a positive impact on public administrations' budget thanks to the increasing tax levies applied to the additional earnings generated by the Program implementation. Such new earnings will derive mainly from:

- the increase in tourist flows, that will consequently stimulate a growth in all the economic sectors directly and indirectly related to the tourism one;
- the increase in the overall revenues of the commercial activities located in the city core, that will directly benefit from the interventions foreseen by the physical action n.01 "Upgrading of the city core street network".

Over the 5-year implementation period, the Government will have to provide about US\$ 539 thousand in counterpart funds under the Project, with a maximum of US\$ 372 thousand in FY03. This level of investment is less than 0.017 percent of the country's total annual year 2003 gross domestic investment (about US\$2.2 billion) and should not pose any overall fiscal constraint. WB finances 82% of the project, and the Government 9% C6% central Government and 3% Municipality). Other financiers are the private investors representing 10%.

There will be a slight increase in recurrent expenditures resulting from all new or rehabilitated infrastructure under the Project. These are estimated at about US\$120 thousand per year.

## MADAB CRP FINANCIAL PLAN

IMPLEMENTATION PERIOD (amounts in US\$)										
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
<b>Total Financing Required</b>										
Project costs:										
Investments costs	298.024	1.286.465	2.365.800	2.118.650	108.000 0	0	0	0	0	
Recurrent costs	26.880	26.880	26.880	26.880	26.880					
Total project costs	324.904	1.313.345	2.392.680	2.145.530	134.880 0	0	0	0	0	
Interest during construction	0	0	0	0	0 0	0	0	0	0	
<b>Total Financing</b>	<b>324.904</b>	<b>1.313.345</b>	<b>2.392.680</b>	<b>2.145.530</b>	<b>134.880 0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Financing</b>										
Government:										
Central	267.404	1.306.625	2.286.085	1.615.895	54.000 0	0	0	0	0	
Municipalities	57.500	6.720	13.440	20.160	80.880 0	0	0	0	0	
Privates	0	0	93.154	509.475	0 0	0	0	0	0	
Other	0	0	0	0	0 0	0	0	0	0	
<b>Total Project Financing</b>	<b>324.904</b>	<b>1.313.345</b>	<b>2.392.680</b>	<b>2.145.530</b>	<b>134.880 0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
OPERATIONAL PERIOD (amounts in US\$)										
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
<b>Total Financing Required</b>										
Project costs:										
Investments costs	0	0	0	0	0	0	0	108.000	0	0
Recurrent costs	0	0	11.458	30.287	59.217	105.026	118.526	118.526	118.526	118.526
Total project costs	0	0	11.458	30.287	59.217	105.026	118.526	226.526	118.526	118.526
Interest during construction	0	0	0	0	0	0	0	0	0	0
<b>Total Financing</b>	<b>0</b>	<b>0</b>	<b>11.458</b>	<b>30.287</b>	<b>59.217</b>	<b>105.026</b>	<b>118.526</b>	<b>226.526</b>	<b>118.526</b>	<b>118.526</b>
<b>Financing</b>										
Government:	0	0	0	8.100	27.300	35.500	41.000	41.000	41.000	41.000
Central	0	0	11.458	22.187	31.917	42.646	50.646	104.646	50.646	50.646
Municipalities	0	0	0	0	0	26.880	26.880	80.880	26.880	26.880
Privates	0	0	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0	0
<b>Total Project Financing</b>	<b>0</b>	<b>0</b>	<b>11.458</b>	<b>30.287</b>	<b>59.217</b>	<b>105.026</b>	<b>118.526</b>	<b>226.526</b>	<b>118.526</b>	<b>118.526</b>

## 7. Risk analysis and proposed mitigation measures

RISKS	MITIGATION
<b>INTERMINISTERIAL COOPERATION AND COMMITMENTS.</b>  The project success demands coordination and ownership from at least three ministries (MOTA, MOMA and MOPIC), and their respective roles and responsibilities have to be clear from the outset, especially with respect to the municipalities.	The project preparation is done in close coordination with the three ministries and their comparative advantages are emphasized:  MOTA has demonstrated technical capacity to design and implement the urban rehabilitation packages of work, and take charge of the tourism development aspects of project,  MOMA is involved in the municipal management and finance reform, and could pilot some suggested improvements in the 4 municipalities, and  MOPIC is providing general oversight for project financing and regional development issues.
<b>MUNICIPAL CAPACITY AND OWNERSHIP</b>  The institutional assessment has pointed out significant areas of weakness of GMM, especially in the urban planning and management.	During the previous project implementation and proposed project preparation MOTA took the lead in developing close political and technical cooperation with the project municipalities and their core staff.  Greater Madaba Municipality will participate and sign the "City Revitalization Pact" committing itself to certain critical actions, commensurate with their capacity.  The project will provide capacity building to GMM, including supplementary staff, training, equipment and management tools dedicated to the historic core.
<b>SUSTAINABLE ASSET MANAGEMENT PRACTICES</b>  Lack of demonstrated commitment of all stakeholders and especially of the municipalities to asset protection through urban regulation and adequate asset operations and maintenance can put at risk the sustainability of investment in the quality public spaces in the historic cores.	Recognizing this common problem:  (a) a set of most critical urban planning and asset management tools would be provided to the municipalities in the framework of the capacity building action, in the earliest stages of project implementation;  (b) a complete historic core regulation has been prepared, and will be approved before effectiveness. Effective enforcement of this regulation is one of the specific objectives of the capacity building action.  As part of the City Revitalization Pact, the municipality will commit to learning and adopting sustainable asset management practices with the help of the tools and incentives provided under the project.
<b>INVOLVEMENT OF THE CIVIL SOCIETY AND OF THE PRIVATE SECTOR</b>  The project will be implemented, but the sense of ownership of the residents will not be increased.  Owners of buildings in the perimeter area will not be stimulated to invest in the rehabilitation.  Private sector not sufficiently involved in the project.	During the preparation of the project, a city consultation workshop involving main stakeholders has been carried out. The results of this consultation have been carefully considered and incorporated in the program.  In the framework of the capacity building action, provisions have been made to improve the forms of participation of the local population and of the local stakeholders.  A specific section of the study has been devoted to the involvement of the private sector in project implementation.

TABLE 5 - RISKS AND MITIGATION MEASURES

## 8. Implementation arrangements

### 8.1. PROJECT EXECUTION AGENCY AND ROLE OF LOCAL AUTHORITIES.

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The Technical Development Department (TDD) of MOTA will be the implementing agency and will ensure the interministerial coordination within the central government (particularly with MOMA and MOPIC). The project will pilot a binding agreement (city revitalization pact) between all institutional parties involved in the project implementation. The agreements will state the stakeholder respective implementation and financial commitments. The authorities involved in the implementation of the city revitalization program are:

- the Ministry of Tourism and Antiquities;
- the Ministry of Planning and International Cooperation;
- the Ministry of Municipal Affairs;
- the Governorate;
- Greater Madaba Municipality.

The coordination and monitoring of the program will be managed by a joint coordination and monitoring committee (*Lajnat tansik wa Ishraf*). The City Revitalization Pact includes provision for the operations of the committee.

#### ROLE OF THE MINISTRY OF TOURISM AND ANTIQUITIES

The MOTA carries the mission of the sustainable tourism development towards economic prosperity and will be the **delegated project and contract manager**, while the other authorities will facilitate the achievement of the objectives of the CRP and the resolution of the problems. MOTA will ensure the timely execution of the following activities:

- overall coordination of the CRP, including the operation of the coordination and monitoring committee (*Lajnat tansik wa Ishraf*);
- financial coordination and management of the CRP;
- monitoring and six-monthly reporting activities, in compliance with the approved monitoring and performance indicators;
- quality control of technical services and works;
- ensuring appropriate operational levels of the Technical Development Department for the duration of the CRP;
- promoting effectively the tourism activity and the image of Madaba, within the framework of the national tourism development policy;

For the implementation of the physical actions described herein, the MOTA will ensure the following activities:

- management of the agreements with appropriate private partner(s) for the public/private partnership actions;
- putting in place an appropriate coordination with the providers of utilities including water, sewerage, electrical power, telecommunications, etc.
- technical activities needed for the realization of the project actions listed herein, including, but not limited to: (a) preparation of Terms of reference for the surveys, architectural and engineering design and works supervision; (b) award of technical services; (c) management of the design stage; (d) final approval of the design;

- procurement of works needed for the realization of the project actions listed herein, including but not limited to: (a) tendering procedures, in compliance with the reference World Bank regulations and standards; (b) award the construction contract; (c) manage the execution of works; (d) handover the works to the Municipality or the private partner(s), as required;

For the implementation of the capacity building action, the MOTA will ensure the following activities:

- general management and coordination of the capacity building action;
- procurement of goods and equipment, including but not limited to: (a) tendering procedures, in compliance with the reference World Bank regulations and standards; (b) award the procurement contract; (c) manage the execution of works; (d) handover the works to the Municipality or the private partner(s), as required.
- procurement of technical services to deliver to the Municipality the training and technical assistance described in the project.

### **ROLE OF THE MINISTRY OF MUNICIPAL AFFAIRS**

The MOMA carries the mission of providing all assistance to municipalities to build their institutional capacities and to support them in their provision of the infrastructure needed for sustainable development and better services for local communities.

The Ministry of Municipal Affairs will contribute to the financing of the CRP by making available the funds for the acquisition and expropriations required. Moreover, the contribution of MOMA for the successful implementation of the CRP includes:

- passing the decree for the approval of the new Madaba Historic Core regulation;
- collaborating with the Municipality to improve the current fiscal, budgeting, staffing, and other relevant issues for empowering the Municipality to assume the management of the renewed assets upon handover from the Ministry of Tourism and Antiquities;
- collaborating with the Municipality to ensure financial and budgeting stability during the implementation period of the CRP, also by appropriate management of transfers.
- approving the financial engagement of the Municipality and the organizational measures included in the capacity building action.

### **ROLE OF THE GOVERNORATE OF MADABA**

The Governorate is responsible for maintaining security and public safety, coordinating the work done by the various government departments and institutions in the Governorate and making available the requirements for the economic and social development of the Governorate. The participation of the Governorate is crucial to mobilize the providers of the municipal utilities and ensure their support to the CRP.

### **ROLE OF GREATER MADABA MUNICIPALITY**

GMM is the representative of the local community and the principal owner of the CRP on behalf of the population. It will contribute to the financing of the CRP with the funds required to cover 50% of cost of the equipment that the CRP will deliver in the framework of the capacity building action; moreover, the GMM will cover a progressive share of the cost of the new personnel recruited as described in the following table.

Year 1	Year 2	Year 3	Year 4	Year 5
0%	25%	50%	75%	100%

The Municipality will develop and implement, under the supervision of the Ministry of Municipal Affairs, an action plan to progressively improve, within the timeframe of the project, the collection the tax and fees related to building and construction licensing; and planning and development, and specially those connected to the improvement of the historic core.

For the implementation of the new historic core regulation, immediately after the Ministry of Municipal Affairs has passed the approval decree, the Municipality will immediately mobilize itself to ensure strict application and immediate enforcement of the new regulation.

For the implementation of the pilot parking meters plan, the Municipality will provide for the installation of the parking meters in coordination with the executions of works in King Tallal Street. After the handover of the works, managed by MOTA, GMM will take in charge management and enforcement of parking meters, exploiting the economic benefits.

The role of GMM in the implementation of the physical actions includes the acquisition of the land and/or of the buildings, that is a required pre-condition for the entire CRP; after completion of works, GMM will receive the handover of the renewed public assets from MOTA and mobilize itself to ensure proper maintenance and management.

For the implementation of the capacity building action, the Municipality will put in operation a series of organizational measures (establish the cross-departmental municipal unit; establish a local committee of consultation with the stakeholders and civil society). Moreover, GMM will be responsible for:

- recruitment of the personnel required for the creation of the “technical support unit” and for the reinforcement of capacities of the municipality in urban planning and management;
- implementing the “Adressage” action;
- collaborating with the MOTA for implementation of the capacity building action.

Finally, as the principal owner of the CRP, the Municipality is to commit itself in the continuous and measurable improvement of the delivery of urban services, with a priority given to the following areas:

- management, maintenance and cleaning of the renewed public spaces;
- management and maintenance of the public utilities networks;
- solid waste collection and management;
- traffic and parking management;
- control of private building activities, including restoration, alteration and new buildings (if allowed);
- technical and administrative management of building permits;
- implementation and management of an appropriate geographic information system;
- control of commercial activities;
- control of signage, billposting, shop windows and showcases;
- sanitary and food control of restaurants, cafes, etc.



8.2. IMPLEMENTATION PLAN

(A) PROJECT COMPONENTS SUBCOMPONENTS	(B)	(C) IMPLEMENTATION AGENCIES	(D)	(E)	YEAR 1				YEAR 2				YEAR 3				YEAR 4				YEAR 5			
	ACTIVITIES		NOTES OUTPUT INDICATORS	EXPECTED DURATION	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
A. REGULATORY ACTIONS																								
1	Madaba historic core regula- tion	Passing of the decree for the approval of the new Madaba Historic Core regulation.	MOMA	Approved Madaba Historic Core Regula- tion	6 months	<div></div>	<div></div>																	
2		Enforcement of the new HCR	GMM	After capacity building	To the end of the pro- gram			<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>
3	Pilot parking meters plan	Installation of parking meters	GMM	During action [M.01.a] Approx. 44 parking stalls.	3 months								<div></div>											
4		Enforcement of parking meters	GMM	Follows action [M.01.a]	To the end of the pro- gram									<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>
5	Traffic management program	Preparation of the traffic management program	MOTA	To be developed within the capacity build- ing/technical assistance component.	12 months					<div></div>	<div></div>	<div></div>	<div></div>											
6		Enforcement of the traffic management program	GMM		To the end of the pro- gram								<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>
B. PHYSICAL ACTIONS																								
7		Establishment of coordination arrangements amongst GMM and utili- ties providers.	Governorate			<div></div>																		
8	[M.01] Upgrading of the city core street network.	Design stage: (a) preparation of TORs; (b) award of engineering ac- tivities; (c) management of design stage; (d) final approval.	MOTA		9 months					<div></div>	<div></div>	<div></div>												
9		Works stage; (a) tendering procedure; (b) award of construction con- tract; (c) execution of works.	MOTA	~ 46,600 sqm rehabilitated public space (24,585 type B and 21,974 type C)	22 months								<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>					
10		Management stage: ensure proper maintenance and management of renovated public spaces.	GMM		To the end of the pro- gram															<div></div>	<div></div>	<div></div>	<div></div>	<div></div>
11	[M.01.a] The re-design of King Tallal Street	Design stage: (a) preparation of TORs; (b) award of engineering ac- tivities; (c) management of design stage; (d) final approval.	MOTA		9 months		<div></div>	<div></div>	<div></div>															
12		Works stage; (a) tendering procedure; (b) award of construction con- tract; (c) execution of works.	MOTA	~ 8.500 sqm rehabilitated public space	12 moths				<div></div>	<div></div>	<div></div>	<div></div>												
13		Management stage: ensure proper maintenance and management of renovated public spaces.	GMM		To the end of the pro- gram							<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>
14	[M.02] New heritage centre at the Saraya Building	Finalisation of the agreement with the private sector for interior prepa- ration and management of the centre.	MOTA		3 months				<div></div>															
15		Design stage: (a) preparation of TORs; (b) award of engineering ac- tivities; (c) management of design stage; (d) final approval.	MOTA		6 months					<div></div>	<div></div>													
16		Works stage; (a) tendering procedure; (b) award of construction con- tract; (c) execution of works.	MOTA	~ 550 sqm rehabilitated heritage building ~ 860 sqm. rehabilitated public space.	6 months								<div></div>	<div></div>										
17		Interiors preparation and organisation of the exhibitions.	Private partner(s)		3 months									<div></div>										
18		Management of the heritage centre.	Private partner(s)		To the end of the pro- gram										<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>	<div></div>

(A) PROJECT COMPONENTS SUBCOMPONENTS	(B) ACTIVITIES	(C) IMPLEMENTATION AGENCIES	(D) NOTES OUTPUT INDICATORS	(E) EXPECTED DURATION	YEAR 1				YEAR 2				YEAR 3				YEAR 4				YEAR 5			
					Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
19	[M.03] The re-design of the existing bus station	MOTA		6 months																				
20		MOTA	~ 1.240 sqm rehabilitated building ~ 6.000 sqm. rehabilitated public space	10 months																				
21		GMM		To the end of the program																				
22	[M.04] Realization of open air leisure facilities	GMM + private partner(s)		3 months																				
23	Land acquisition	GMM	Expropriation required	6 months																				
24		MOTA		6 months																				
25		MOTA	~ 5.500 sqm rehabilitated public space	8 months																				
26		GMM		To the end of the program																				
27		Private partner(s)	~ 850 sqm of rehabilitated commercial space	9 months																				
28		Private partner(s)		To the end of the program																				
C. CAPACITY BUILDING PROGRAM																								
29	Establishment of the cross-departmental municipal unit and mobilisation of the concerned municipal services.	GMM		3 months																				
30	Establishment of the local committee of consultation and follow-up of revitalisation with local stakeholders.	GMM		3 months																				
31	Recruitment of personnel	GMM	Recruitment of 6 persons	3 months																				
32	For the reinforcement of capacities of the municipality in urban planning and management	GMM	Recruitment of 2 persons	3 months																				
33	Training	MOTA	Delivery of 15 training days Training delivered to the four municipalities jointly.																					
34	Use of GIS and other tools for urban planning and management.	MOTA	Delivery of 15 training days																					
35	Maintenance and management of urban services and spaces.	MOTA	Delivery of 15 training days																					
36	“Adressage”	GMM		3 months																				
37	Phase II : surveys, codification, cartography, construction of a data-base.	GMM		12 – 15 months																				
38	Phase III: installation of signs with names of streets and buildings.	GMM		3 months																				
39	Technical Assistance	MOTA	TA delivered to the four municipalities jointly.																					
40	Equipment	MOTA	Delivery of technical IT equipment for 10 workstations																					

### 8.3. THE CITY REVITALIZATION PACT

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The implementation of the CRP requires the coordinated activity of a number of institutional parties. Lack of inter-institutional coordination may disrupt the full and timely implementation of the project, minimize the expected outcomes and jeopardize the achievement of the project development objective.

To mitigate this risk and facilitate the effective realization of the project, the proposal of the **city revitalization pact** has been incorporated in the project implementation arrangements. The pact will bind all the relevant stakeholders to their required commitments for the successful implementation of the project. The pact is organized in four sections:

- 1) **Objectives of the Pact.** This section lists the signatory institutions, states the role of coordination and management of the MOTA, briefly describes the CRP, including a summary economic and financial plan.
- 2) **Execution of the Pact.** This section gives details on the execution of the pact, including the organization and operation of a joint coordination and monitoring committee (*Lajnat tansik wa Ishraf*). Moreover, this section clearly spells out the needs and responsibilities in terms of acquisitions.
- 3) **Duration, cancellation, revision of the Pact.** This section states some procedural details.
- 4) **Summary of commitments.** This section spells out in detail, the implementation responsibilities and commitments of every signatory institution.

The complete text of the City Revitalization Pact is enclosed under attachment B.

The rationale which brought to the pact was developed based on the consolidated Italian procedural best practices of the *accordo di programma*<sup>2</sup> and the *conferenza dei servizi*<sup>3</sup> and of the French experience of the *contrats de ville*<sup>4</sup>.

The *accordo di programma* is a recent newcomer in the family of Italian land use and planning legislation. It was developed in recent years in order to accommodate approval procedures of all projects, even if they call for variations to local master plans. The assumption is that urban transformation often overrides master planning forecasts and that there is a strong need for a more flexible and direct procedure to allow for these transformations.

An *accordo di programma* concerning any urban project is therefore equivalent not only to the actual institutional approval of that project but also to an implicit modification of the master plan.

In much the same way, the pact is an instrument whose effectiveness overrides the problem of indicating specific implementation responsibilities for each action project by delineating, on a general yet operational level, the role and responsibilities of each institutional and/or private stakeholder involved.

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<sup>2</sup> Literally: "programmatic agreement".

<sup>3</sup> Literally: "service conference".

<sup>4</sup> Literally: "town contract".

## 9. Role of the private sector

The private sector is an essential player for the achievement of the development objectives of the city revitalization program. Only with a significant involvement of the private sector, the revitalization process will produce the development of existing sustainable activities and create economic benefits. The envisaged project actions will improve the local conditions to boost handicraft, trade and tourism; but to unleash the implicit economic outcomes, the private sector has to exploit the improved urban environment to cash in the benefits in terms of increased value added and employment. Moreover, it is assumed that the involvement of private capital to fund the project will anchor the CRP into the civil society, increase the sense of ownership and ensure the continuation in time of the revitalization process beyond the timeframe of the CRP.

The consultations undertaken in the framework of the preparation of this study have regarded a number of potential private sector players in Madaba and in other cities. These consultations have shown a number of recurrent, negative issues and attitudes:

- 1) **Small dimension of private enterprises.** As the economic profiling has pointed out, the dimension of local enterprises is small. It is clearly understood that, if the objective is to privilege the involvement of the local community, the possible public-private partnership initiatives have to be carefully sized.
- 2) **Need of a clear vision of development and need of inclusion in terms of strategic planning.** The private sector sees as an obstacle the lack of a vision of the future development of the city. Potential investors are not ready to engage themselves into partnership initiatives with the public sector without a clear vision of development effectively supported by strategic planning. Moreover, they insist in playing a major role in the future of the city being involved in decision-making from the beginning.
- 3) **Lack of confidence in government proposals.** The private sector is suspicious regarding partnering with the public. There is a common feeling that, while the GOJ is capable in developing strategies and plans, there is a substantial lack of capacity and concreteness as long as actual implementation is concerned. The commitment of the public sector in terms of development projects needs to be supported with tangible realizations. Moreover, it has been pointed out the importance that the presence of the public sector should be minimized and limited to creating infrastructures and facilitating the start up of new activities.
- 4) **Lack of a structural framework for development.** While the city offers some possible public-private partnership developments the urban framework does not support this economic potentials. For instance, traffic and parking issues are an obstacle to the development of trades and to all tourism related activities. Neglect of cultural heritage frustrates any possible cultural heritage-based tourism development. The Municipality has to find a way to support the private sector, in the first place by fulfilling its institutional duties in a more efficient manner.
- 5) **Lack of a vision in terms of product development.** To benefit from their development potential in terms of skills and living culture, cities have to attract visitors to tour their heritage sites, attend their specialized schools, eat at their restaurants and buy their typical products. Currently "product development" as a mean of enhancing the visitors experience is still not comprehended universally in Jordan. Visitors do not appreciate anymore visiting deserted, unfriendly sites; rather, they need a complete experience of the city and of the local culture. Therefore, it is important to offer a complete cluster of services and products.

In Madaba, evidence of this uneasiness of the private sector is given by the lack of any interest in leasing the new 55 room hotel built by the Social Security. The ad put in the newspapers did not get any responses.

Given the environment described above and the consequent attitude toward possible forms of public-private partnership, the program will focus on a progressive involvement of the private sector, rather than an immediate participation through the establishment of PPP “deals”.

Although a more specifically focused project could face those problems in a more comprehensive way, the Madaba CRP will tackle some of these issues and improve the potential PPP environment while providing (a) a vision and a strategic action plan for development; (b) evidence of the concreteness of the commitment of the public sector by actually activating a tangible renovation of the historic core; and (c) an improved structural framework for the development of the private sector.

The Madaba CRP includes two project actions, essential for the success of the Madaba CRP, that are well suited for the participation of privates. These actions include:

- 1) **the creation of a new heritage centre at the Saraya building**, where the role of the private partner is to ensure the set-up and management of the heritage centre; and
- 2) **the realization of leisure and handicraft facilities**, where the role of the private partner(s) is to ensure the rehabilitation of the existing buildings, turning them into handicraft and local products workshops and ensuring proper management.

These actions are described in detail in Annex 1, and the business plans for the private partners are enclosed under attachment C.

It is expected that the PPP environment will immediately benefit from the concrete implementation of the early actions as an evidence of the real commitment of the government for the revitalization of the historic core. For this reason, the implementation plan does not place the public-private partnership actions at the earliest stages of the project cycle, but rather after the implementation of the upgrading of King Tallal Street, that involves the central commercial spine of the city, thus ensuring a maximum visibility for the project. Only after this stage, the PPP actions could be successfully marketed to the private sector in Madaba.

Notwithstanding all the issues pointed out above, during the consultations with the operators, a number of additional suggestions for potential public-private initiatives have been pointed out in Madaba. Although they are not essential for the successful implementation of the CRP, they are significant both as evidence of the proactivity of the private sector and as hints for possible future development.

- 1) **Upgrading and privatizing the Madaba Mosaic School.** While Madaba has always been known as the city of mosaics, currently there is no activity to give the right historical exposure of mosaic – making. The existing Madaba Mosaic School is a possible object of a development initiative. Currently, the school is run by the Department of Archaeology and offers only two years of practical experience as part of the technical secondary school certificate. A public–private partnership should take over the management of the school, and improve its role as guardian of this ancient tradition, that could be exploited both in terms of (a) training, by extending the curriculum for another two college years, marketing itself to attract students from neighboring countries, and offering courses in restoration of other artifacts, such as pottery, glass, stoneware, etc., as well as get involved in actual excavation and restoration exercises; and (b) showcasing this peculiar Madaba know-how in every possible manner, including allowing visitors in the workshops, where students will be seen working on creation and/or restoration
- 2) **Reuse of Heritage buildings for family accommodation and other activities.** This is an important project that could contribute in improving the tourism supply of the city in terms of alternative accommodation. However, and due to the fact that each complex has many owners (inheritors), it is recommended at this stage not to establish a holding company among all owners, but to consider each complex or *Hosh* as a separate entity. The family owners will form a company, so that each member will retain his or her stake of the building as shares, and then will approach the public sector for support aimed at adaptive re-use. The company will decide then whether to invest directly or to lease it to other investors, always committed to the proper usage and preservation of the restored building or complex.