

THIRD TOURISM DEVELOPMENT PROJECT  
SECONDARY CITIES REVITALIZATION STUDY

**Jerash**

**City Revitalization Program**

**Main report**

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
GJM	Greater Jerash 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 Organisation
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 centres 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, Jarash, 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.

## **1.2. JERASH**

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The **urban form** of Jerash is strongly marked by the vast archaeological site, of major international importance. The site faces the urban core across a wadi, with a Roman bridge (the **South Bridge**) connecting the two. The archaeological site (the Roman Decapolis City of Gerasa) is the second largest tourist destination in Jordan and an archaeological site of major international importance. The area is under the jurisdiction of the Department of Antiquities and includes the western half of the walled city, bounded by the Irbid Road, and extends southwards to include the Hippodrome and Hadrians Gate.

The **wadi** provides an environmentally significant corridor of open space that runs on a north-south axis through the heart of the historic core. The growth of the modern town was originated by the resettlement of Circassian refugees on the east bank of the wadi in 1878. They were attracted not only by the natural advantages of the site, but also the abundant supply of cut stone from the archaeological site for building houses. Their descendants still form a large part of the local population. The modern city initially developed in the immediate surrounding of the Roman Baths, basically where the mosque was also located; the site is just nearby the river feeding the thermal water system. The Circassian settlement has developed according to influences that may not be as immediately apparent as the strict lines of the Roman town planning at the heritage site, but still are not less significant. In this area, the **Old Suq** is the most significant and best-preserved focus of post-Roman historic buildings within the City, and although several buildings are in poor condition and indeed some are derelict, the area still retains the ambience of an active part of the city. The only remain of the Roman city on the west bank of the wadi is the **East Baths** complex.

As Jerash expanded beyond the line of roman walls, through the 20<sup>th</sup> century and up to the present day, the eastern part of the Roman walled city assumed the typical urban role of the historic core, with the area around the junction of Bab Amman Street and King Abdullah Street being the focus of commercial activities.

The key feature of modern Jerash is the line of the **Roman walls** and some of the routes that lead into the core from them. Topographically the land rises to the east of the wadi and

Circassian Jerash, within the walls, faces the heritage site to the west. The central commercial area includes a grid of streets bounded by King Abdullah Street to the west and King Hussein Street to the east. The ground floor of the majority of properties are retail or commercial premises with residential or commercial development above.

**Jerash Governorate**, which covers an area of 402 Km<sup>2</sup>, is located in the northern region of Jordan. Jerash city, in Jerash Sub-District within the Qasabat Jerash District, is the main city in the Governorate. In 2004 the city counted a population of around 31,500 inhabitants and in the last decade it has experienced a demographic dynamic similar to the national one, increasing of around 25%. Furthermore, the fertility rate in Jerash is one of the highest in Jordan, standing at 5.4 children per woman, compared to 3.7 in Amman. Thus, Jerash boasts a young population: around 44% are below 19 years old and as such are school, college, or university students. The average annual household income of Jerash Sub-District is JD 4.810, the same of the Governorate as a whole; the poverty rate has declined by 10.33% from 1997.

Only 35.8% of the 15+ years old population of Jarash Governorate are **economically active**, (only 9.2% 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, the students constitute more than 1/3 of the economically inactive population, and the housewives more than a half. Also, 29.1% of the population is employed, only 6.6% of the females. The three most labor-intensive sectors are the public and armed forces sector (which employs 31% of the economically active population), the commercial sector (17.4%) and the education (12%). As such, excluding the education and public sectors and the army, the great majority of Governorate population is employed in commercial activities. This is a clear sign of weakness of the local economic system, which has shown to be much less dynamic than the national one, which in 2004 has been able to create jobs mainly in tourism related sectors (such as hotels, restaurants, real estate and personal services).

**Unemployment** rate in Jerash Governorate is 18.9%, higher than the national one and have slightly increased in the last 3 years. This indicates a growing employment problem; there is a mounting discouragement among the potential workers who have become tired of seeking work: 74% of the economically inactive persons believe there are no jobs around. 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 5,962 **foreign laborers** for work, 84% of them being Egyptians who work mainly in agriculture, construction and unskilled production.

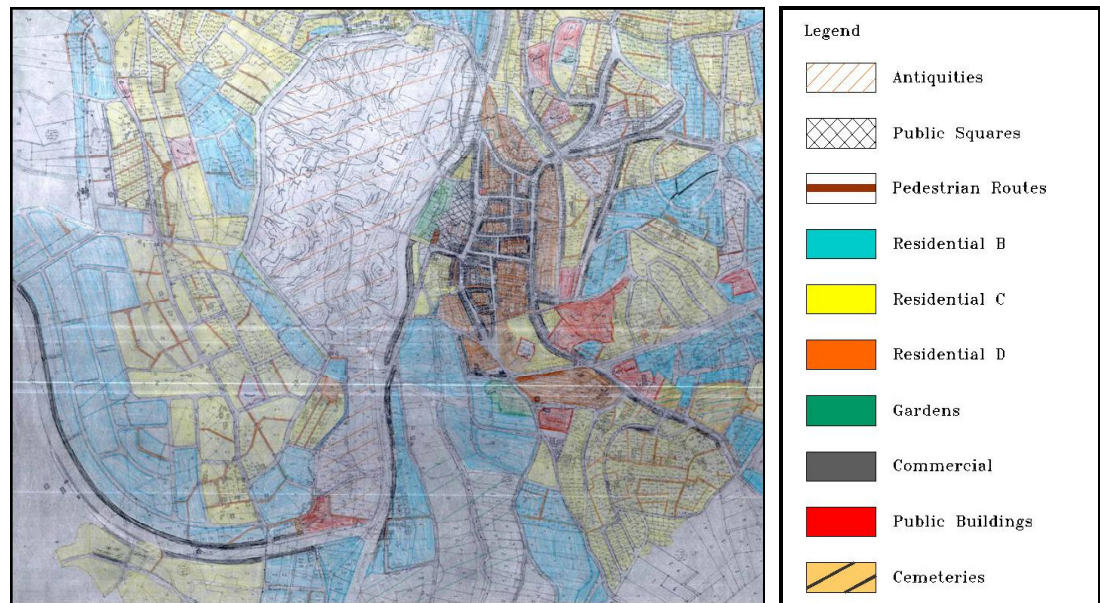
In Jerash almost all establishments are small, employing less than 5 persons: manufacturing establishments have the biggest dimension and trade the smallest. 62% of businesses are in the commercial trade sector, mainly small retail shops, rather unattractive in their displays and in the quality of goods. Almost all stores are located in the commercial area of the historic core, in an area characterized by traffic, chaos and disorganization.

The **informal sector** is led by women aged between 25 and 45 years old who run their operation by themselves. In general, informal operators will be ready to sell away from their home at specified marketing places, even if not all are willing to attend training to enhance their product and make it more attractive. Apart from the absence of a fixed facility from where to display and sell the products in a sustainable manner, other major problems reported by informal operator are: (a) competition, mainly because they produce similar products and share the same market; (b) lack of marketing and outreach programs; and (c) lack of raw material. Besides it, finance is another need for the informal businesses. Currently in Jerash there are 5 institutions offering micro-finance to 826 informal businesses.

**NGOs and CBOs** play an important role in supporting the informal businesses and providing training and awareness raising. All are effective in offering specialized training in topics such

as IT, sewing, food production techniques, how-to-start-your business courses, and political awareness raising. Those CBOs are the main outreach to the community, however coordination between their efforts is highly needed in order to organize the social dynamics of their work, and avoid redundancy and competition in resources.

Despite the significant tourist flows attracted by the archaeological site, **tourism related activities** are very limited, concentrated mainly in restaurants and souvenir shops located within the western side of the city, around the roman area. The archaeological site is under the jurisdiction of MOTA and the main rest house is operated by the Social Security Institution. For this reason, the two key sources of tourist income - admission ticket sales and catering - are not retained in the city. As such, the opportunities for the local community to benefit financially from the current flows of tourists are limited to the businesses generated by the craft/souvenir sales, the restaurants on the Irbid road, the petrol station and the nearby hotels, while the only employment opportunities are to work as tourist guides, as catering or security staff and as stone masons/builders. Currently, there is no interaction between the tourists and the urban core, except when tourists stop for lunch at one of Jerash's restaurants. This is attributed to the attitude of tour operators who control tourists' path and to the non-existent link between the two parts of the city. Moreover, other aspects play a role such as the lack of appropriate tourist services and the closed attitude of the community.



THE CURRENT MASTER PLAN

The Jerash **Land Use Development Plan** reflects how “*the new town has developed accordingly to influences that may not be as immediately apparent as the strict lines of the Roman Town Planning at the heritage site, but they are no less significant*”. The east bank of the Wadi, enclosed within the city walls is mainly destined to residential and commercial functions. The Residential zones are mostly of the D type while the Commercial zones are Longitudinal Commercial type. Inside the Residential D zones, narrow pedestrian paths are found, especially within the city quarters where traditional architecture is located.

A rather articulated zoning is found in the area included between the Wasfy Al-Tel Street, King Abdullah Street and Baab Amman Street. Aside the residential zone type C, the most important public area in the whole city is located; this area includes the East Baths and the Mosque. A green area (Parks and Gardens) was identified between the Wadi and the Wasfy Al - Tel Street.



Most of the areas for public buildings are located outside the Roman walls, particularly in the immediate surroundings of Hamzeh Street and Salah Aldeen Al Ayoubui Street. Outside the Roman walls, A, B, C and Residential Special zones are located aside Public Buildings and Longitudinal Commercial that are placed in the main street fronts. In the southern area, a prevalence of Residential zones type A, C and D are prevalent, alternated with Residential green, Commercial activities and Public buildings.

In Al Maggar, about 5 km east of Jerash, a light industrial zone is still to be completed. This area was created *“to allow for the translocation of small industrial units from the town centre, particularly those that have harmful environmental or social impacts”*.

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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**.

Until 2000, Jerash was amongst the municipalities with a relatively high level of revenues (between 32 and 42 JD per capita), with only Karak showing a higher figure. Moreover, Jerash has always been characterized by a strong dependence on strong variable governmental transfers. The self revenues were, and still are, at a very high level in comparison with the other governorate cities.

When it comes to expenditures, Karak is characterized by one of the highest levels of labor cost. Moreover, having a significant amount of debts, the Municipality uses a significant amount of its expenditures for the payment of interests. As for the other cities, the expenditure for maintenance of public space and municipal infrastructure are scarce, as the resources for the provision of services that have a particularly marginal position both in the municipal budget and in its actual mission.

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. The existing storm water network, of a length about 1,500 m, covers the entire perimeter, mainly with 400 mm reinforced concrete and ductile iron pipes. This network needs maintenance. Moreover, additional storm water lines are needed in Al-Hashimi and in King Abdullah Street. The overall traffic situation is chaotic, and a good traffic management plan is highly needed. Parking in the historic core is not sufficient, and more parking should be provided around access roads.

## 2. Key issues

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

- 1) **Weakening of social cohesion.** The social fabric of Jerash is the result of a continuous immigration inflow of rural and immigrant population (mainly Circassian). The social cohesion has never been significant, and this continuous flow from outside highly contributes to further weaken the social structure of the urban community and to increase fragmentation. These elements, in turn, further undermine the local socio-economic base, and cause a new spiral of community decline.
- 2) **Break between the archaeological site and the city.** The archaeological site lives as a separate body form the rest of the urban fabric. The resident population feels this situation as a theft and a rapture. The existing tourist flows are perceived as a nuisance, and the Jerash festival is only a source of discomfort for the resident population. Disintegration of urban space. Anarchical use of space and uncontrolled urban development brings to the disintegration of the urban space, that disappeared as federating place and as pole of economic, social and urban centrality.
- 3) **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. Visual clutter, particularly in King Abdullah Street and the surrounding commercial area, is the result of physical decay of buildings and public spaces, presence of solid waste, uncontrolled signage and wires, traffic jams and uncontrolled parking. The wadi area, a significant potential environmental asset for the city, is affected by fragmented land use, encroachment and pollution.
- 4) **Threats to cultural heritage.** The built cultural heritage is threatened by lack of maintenance, neglect and encroachment. The archaeological site is endangered by a number of factors, ranging from adjacent light industrial workshops to unconcerned town-planning.
- 5) **Lack of socialization spaces** namely for the youth that form the majority of the population and that are lacking in cultural, educational and leisure activities.
- 6) **Decay and crisis of public spaces.** The main factors that affect the urban environment of Jerash contribute to decrease the quality of the urban space and of the experience of the city for residents, visitors and tourists.
- 7) **Economic stagnation.** The local economy is affected by a number of factors leading to economic stagnation. The archaeological site is an outstanding asset whose economic advantages do not benefit the local population, as the significant tourist flows that visit the site are not attracted to visit the historic core. The potential assets in terms of human resources, skills and culture, remain largely under-utilized.

### **3. Development objectives**

#### **3.1. VISION AND CONCEPT**

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

Form a **social** point of view, the revived historic core must contribute to build 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**, boosting the existing and potential tourism activities, which are now concentrated mainly on the visit to the archeological site, re-establishing the broken relationship between the core and the archaeological site and expanding the visitors' experience on the east side of the wadi to include the East Baths complex, the suq and the main commercial spine.

Form an **urban** point of view, the focus is on the improvement of the socio-urban fabric 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 GJM 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
<b>1. INCREASED LOCAL EMPLOYMENT</b>				
Occupied in the city	11,819	Yearly report issued at national and governorate level	Department of Statistics, Employment and unemployment Yearly Report	Department of Statistics
Activity rate	35.8%			
Employment rate	29.2%			
<b>2. INCREASED EMPLOYMENT IN THE ECONOMIC SECTORS INVOLVED</b>				
Commercial sector	5,000	Yearly report issued at national and governorate level	Department of Statistics, Employment and unemployment Yearly Report	Department of Statistics
Services sector	1,500			
Tourism sector	1,200			
<b>3. INCREASED VALUE ADDED OF THE ECONOMIC SECTORS INVOLVED</b>				
V.A. services sector	2.45 MJD	Yearly report issued at national and governorate level	Department of Statistics, Employment and unemployment Yearly Report	Department of Statistics
V.A. commercial sector	5.44 MJD			
<b>4. INCREASED LOCAL EMPLOYMENT OF THE WOMEN</b>				
Women occupancy rate	6.6%	Yearly report issued at national and governorate level	Department of Statistics, Employment and unemployment Yearly Report	Department of Statistics
Women activity rate	9.2%			
<b>5. INCREASED LOCAL EMPLOYMENT OF THE YOUTH</b>				
Youth occupancy rate	45%	Yearly report issued at national and governorate level	Department of Statistics, Employment and unemployment Yearly Report	Department of Statistics
<b>6. INCREASED INCOMES</b>				
Average individual annual income in the Governorate	712 JD	Periodical survey	Department of Statistics, House Income and Expenditure Surveys, periodically issued	Department of Statistics
<b>7. MUNICIPAL REVENUES</b>				
Total revenue from planning and development	92,856 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Per capita revenue from planning and development	1.61 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total revenue from licensing of building and construction	84,716 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Per capita revenue from licensing of building and construction	1.47 JD	Yearly from official municipal budget	Official municipal budget	Municipality

<b>IMPACT INDICATORS</b>	<b>BASELINE</b>	<b>FREQUENCY AND REPORTS</b>	<b>DATA COLLECTION INSTRUMENTS</b>	<b>RESPONSIBILITY FOR DATA COLLECTION</b>
Total revenue from job licensing	49,152 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Per capita revenue from job licensing	0.85 JD	Yearly from official municipal budget	Official municipal budget	Municipality
<b>8. MUNICIPAL EXPENDITURE FOR MAINTENANCE</b>				
Total expenditure for maintenance of streets	6,881 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total expenditure for pedestrian pathways	4,997 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total expenditure for park and public gardens	990 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total expenditure for water drainage system	2,955 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total expenditure for street lighting system	1,925 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Total indicator of maintenance	17,748 JD	Yearly from official municipal budget	Official municipal budget	Municipality
Per capita indicator of maintenance	2.18 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

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The **target area** of the CRP is the historic core of Jerash, determined as the area circumscribed by the Roman wall. The physical action will concentrate on the portion of this area located to the east of Wasfy Al-Tal Street. This area has an extension of approximately 36 hectares.

Within this perimeter, the most comprehensive actions of the program are concentrated on two urban structures.

The first action is focused on the enhancement of the urban axis of the **main commercial spine** of King Abdullah Street. While the hypothesis of complete pedestrianization of King Abdullah Street has been discarded as premature at this stage of urban rehabilitation, a pilot parking management plan (97 parking stalls) involving the use of parking meters has been developed.

The **link of the historic core to the archaeological site** is ensured by the transversal axis that connects the junction of King Abdullah Street with Bab Amman Street, the adjacent Suq, through the South Bridge to the structuring axis of the archaeological site. The junction of the South Bridge with Wasfy Al-Tal Street is arranged with appropriate actions that will improve the visual and pedestrian continuity between the core and the archaeological site.

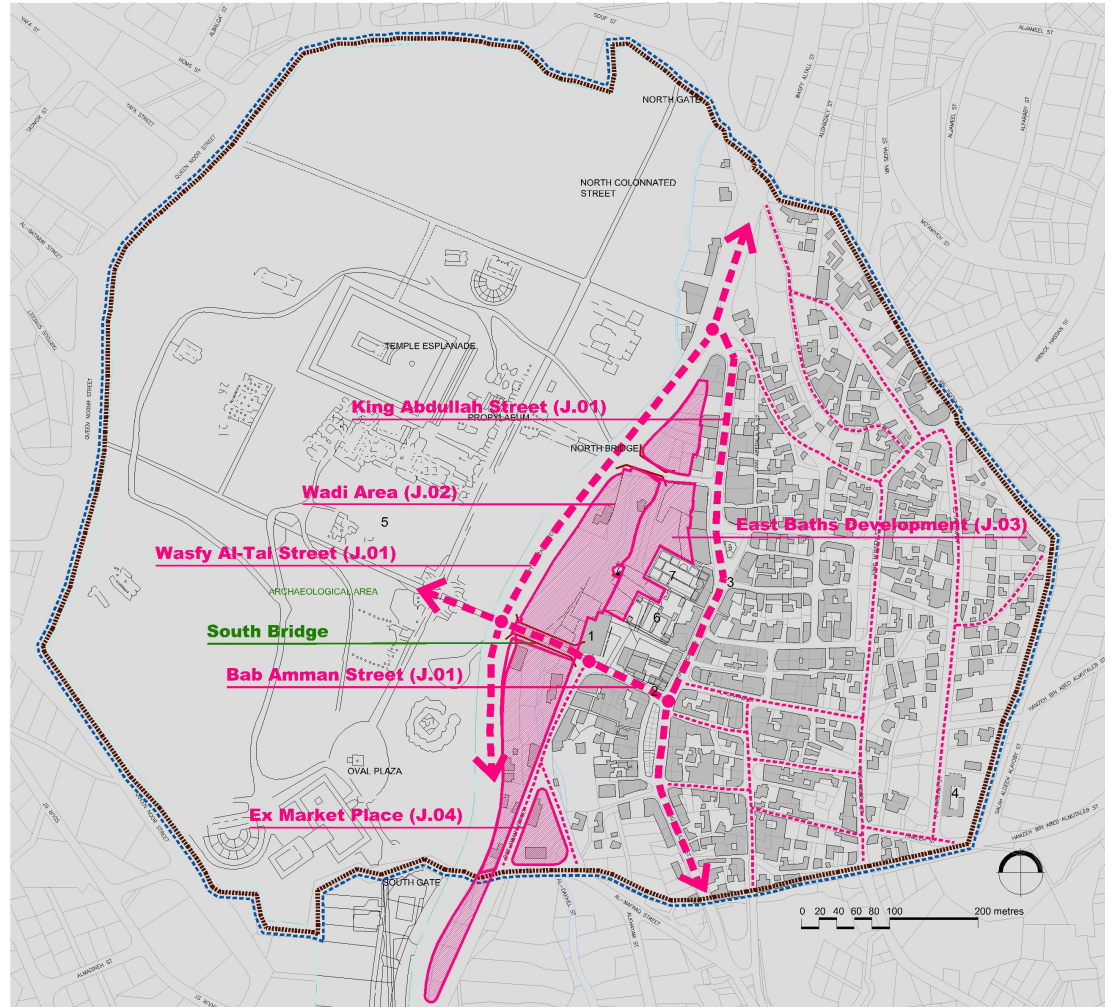
The second development axis concerns the **landscape restoration of the Wadi area**. The Wadi area is a highly characterizing feature of the historic core of Jerash. However, it has since now played a “separating” role. The actions aims at restoring the environmental integrity of the Wadi while transforming it in a new urban park, a new “central place” with unifying function both at the physical level (reconstructing a continuity between the core and the archaeological site) and at the social level (providing a new common federating space for the entire population).

To complement the Wadi action, the completion of the **East Baths development** has been envisaged. This action will complete the on-going development of the area and enhance the Wadi action, providing a new urban square, booths to showcase local products, and solving the condition of decay of the area near the North Bridge. The handicraft booths will showcase the traditional production, with an accent on the informal sector, thus creating an occasion for the visitors to better know the typical local products.

Finally, a development has been envisaged for the **ex-market place**. This area of 3200 sqm, located at the southern end of the Wadi, has been made available following the recent relocation of the market. Taking advantage of the morphology, the action envisages the development of a new urban square with an underlying parking to help addressing the high need for parking that characterizes the historic core.

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 Abdullah Street (main axis) and on other important streets such as King Hussein Street, Al Qayrawan Street, Al Sha'ab Street and Al Mafraq Street.



While the physical actions described herein will have the most immediate impact on the city, the new **Jerash 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 Jerash 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 Jerash 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 Jerash 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.

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

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Specifically, the proposed project for Jerash 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 building stock, 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 Jerash, to develop it into a well managed urban park with 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 landscape restoration of the wadi area; (c) the completion of the East Baths node; and (d) the reuse of the ex-market place for a new parking structure.
- 3) **Capacity building.** This component will strengthen the capacity of Greater Jerash Municipality to ensure successful implementation of the CRP. The component will support hiring supplementary staff for GJM, 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\$ 8.3 million.

### **4.2.1. REGULATORY ACTIONS**

#### **JERASH 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 build-



ings, green areas and open spaces (especially those that fit within a clearly identified archaeological/historical context), giving clear indications about the forms of intervention applicable 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 portion of the city. 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:

- improving the connections between the west and east portions of the core city;
- introducing specific restrictions to avoid that possible further archaeological finds in the east side of the core could be destroyed by the aggressive urban development process;
- establishing restrictive measures (buffer zone) around the Roman City, where limited development will be allowed;

establishing a special conservation zone for the archaeological sites within the historic core, like the East Baths.

The main responsibility for the enforcement of the new Jerash Historic Core regulation will be with GJM. 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 Abdullah Street, with the realization of 97 parking stalls that will be controlled by parking meters. Jerash 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 pe-

destrians, 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**

**[J.01] UPGRADING OF THE CITY CORE STREET NETWORK.**



This action will reinforce the grid of 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. Vehicular accessibility shall be maintained for the entire area but the necessary rationalization of vehicular flows will be accomplished through the careful reshaping of the street sections and lay-outs, providing wherever possible wider sidewalks, street side parking pockets and stalls for loading and unloading of commercial goods. 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 Abdullah Street;
- 2) the rationalization of the pedestrian crossing connecting the South Bridge to the archaeological site.

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 9,700 sqm of rehabilitated public space for King Abdullah Street and 51,900 sqm for the rest of the network.

## [J.02] THE LANDSCAPE RESTORATION OF THE WADI AREA



The topographical cleavage of the wadi is the most characterizing landscape feature of the historical core of Jerash. Nevertheless, the presence of the wadi has been perceived through the years by the local community as more of a barrier than a transition between the urban enclave and its world famous archaeological site. Moreover, the environmental assessment has shown that the wadi is an environmental challenge because it is used as an unofficial waste disposal site. The quality of water is another issue, due to the improper practices of

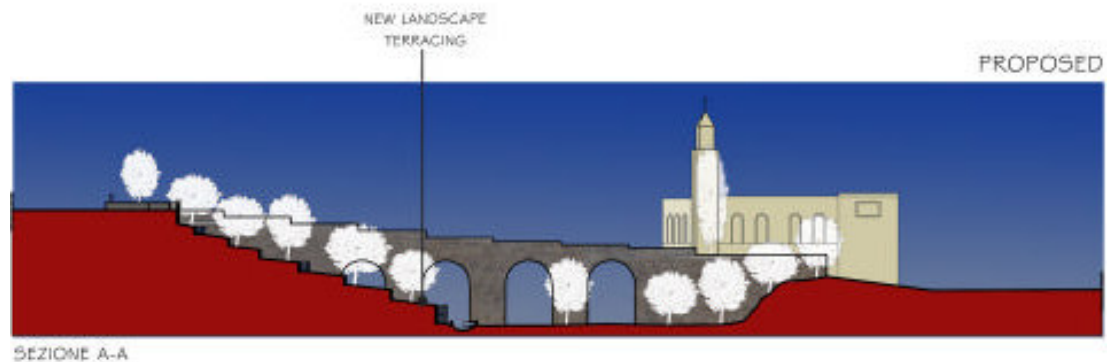
utilizing the treated and non-treated wastewater. A review of wastewater management procedures is required, together with appropriate landscape restoration.

The specific objectives of the project are:

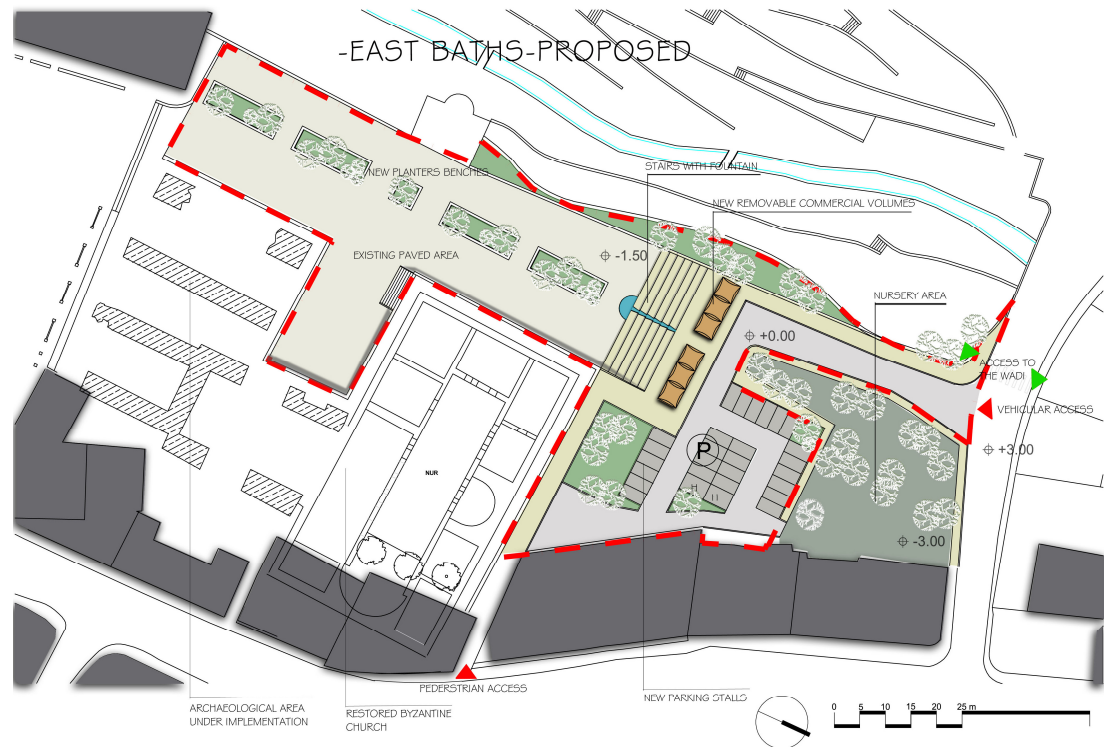
- 1) to restore the environmental integrity of the wadi;
- 2) to provide the city of Jerash with in a new urban park with unifying function, reconstructing a continuity between the core and the archaeological site;
- 3) to establish a new common federating space for the entire community;
- 4) to contribute in attracting the existing tourist flows on the east bank of the wadi, towards the historic core;
- 5) to provide a general urban landscape solution which will organically incorporate the East Baths plaza and the new junction between the South Bridge path and Wasfy Al-Tal Street.

The action, that requires extensive acquisitions of land and of some intrusive buildings, will ensure a continuous, mixed-use compound, reconnecting the two separated parts of the historic core, i.e. the Circassian city and the archaeological site.

This action will provide approximately 32,500 sqm of mixed-use urban park.



## [J.03] THE EAST BATHS NODE



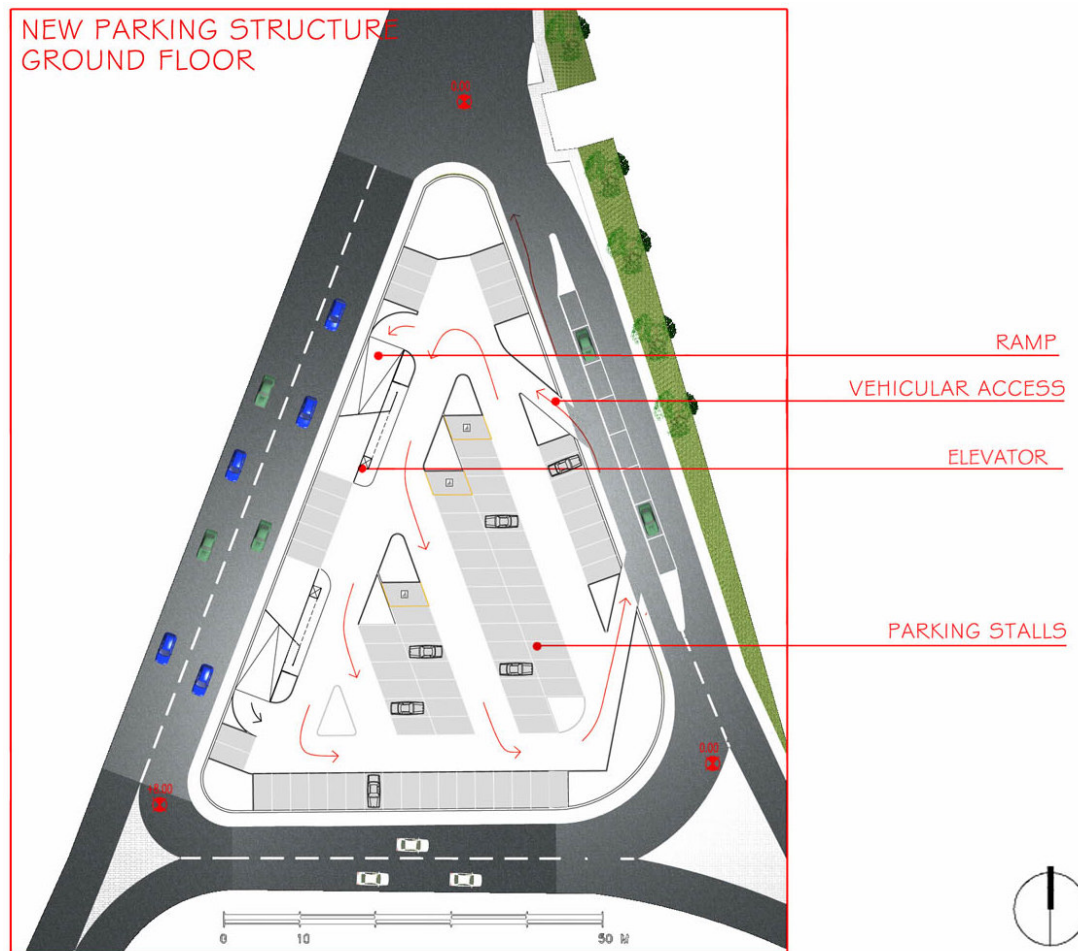
The already implemented Jerash East Baths development consists of a vast stone paved plaza, which extends from the South Bridge to the North Bridge thus providing the city with the central pedestrian quality space it is lacking. The plaza, which is in direct visual contact with the archaeological site on the other side of the wadi, incorporates the remains of a Roman thermal facility and those of a Byzantine church. This action needs to be completed, thus complementing the wider initiative of landscape rehabilitation of the wadi.

The specific objectives of the actions are:

- 1) to improve the urban environment while establishing a new common federating space for the entire community;
- 2) to contribute in attracting the existing tourist flows on the east bank of the wadi, towards the historic core;
- 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 project will establish a new entrance and connection to the contemporary urban fabric in the area of the North Bridge and provide a landscaped filter between the plaza itself and the surrounding line of constructions whose poor architectural quality and evident overall decay infringe on the integrity of the plaza.

This action will provide approximately 3,800 sqm of rehabilitated mixed-use public space.

**[J.04] THE REUSE OF THE EX-MARKET PLACE FOR A NEW PARKING STRUCTURE**

The recent relocation of the Jerash market place has freed a 3200 m<sup>2</sup> triangular plot of land adjacent to the Bab-Amman Street for public development. The consolidated lack of outdoor meeting places for the local community, together with the proven necessity to reach a better integration of the archaeological site within the urban structure of modern Jerash and the constant lack of parking makes the development of site a good opportunity to provide the city with a new urban structure besides the new pedestrian hub of the East Baths development. The action will develop a three storey parking structure underneath a new mixed-use public space.

The specific objectives of the action are:

- 1) to improve the urban environment by arranging an area that otherwise will be most probably neglected, subtracting it from encroachment and decay;
- 2) to provide a supply of parking tightly related to the new urban park of the wadi.

The implementation of this project will take the form of a public-private partnership, in which the public partner will provide the land, and the private partner will ensure the realization and management of the new facility. 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 3,200 sqm of rehabilitated public space and 270 new parking stalls.

### 4.2.3. CAPACITY BUILDING

The objective of the capacity building action is to strengthen the capacity of GJM 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
The landscape restoration of the Wadi area	Land and buildings to be demolished	450,000 JD
The East Baths Node	Existing market stalls	70,000 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>	
Jerash historic core regulation	Approved Jerash Historic Core Regulation
Pilot parking meters plan	Number of parking stalls included in the pilot
<b>B. PHYSICAL ACTIONS</b>	
[J.01] Upgrading of the city core street network..	Square meters of rehabilitated street network/public space
[J.01.a] The re-design of King Abdullah Street	Square meters of rehabilitated public space
[J.02] The landscape restoration of the wadi area	Square meters of urban park.
[J.03] The East Baths node	Square meters of rehabilitated public space Square meters of new commercial space
[J.04] The reuse of the ex-market place for a new parking structure	Square meters of rehabilitated public space Number of new parking stalls
<b>C. CAPACITY BUILDING</b>	
Recruitment of personnel	Recruitment of 8 persons
Training	Delivery of training program to GJM
“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 8.3 million US\$, with the main investments being concentrated in action "J.01 Upgrading of the city core street network." (28.16%) and in action "J.02 The landscape restoration of the Wadi area" (26.39%).

PROJECT ACTIONS	JD	US\$	%
J.01 Upgrading of the city core street network.	1,663,606	2,348,064	28.16
J.01a Rehabilitation of King Abdullah Street	234,328	330,738	3.97
J.02 The landscape restoration of the Wadi area	1,559,440	2,201,040	26.39
J.03 The East Baths Node	301,000	424,840	5.09
J.04 The reuse of the ex-market place for a new parking structure	1,825,936	2,577,181	30.90
Capacity building		457,650	5.49
<i>1 JD = US\$1,41</i>			
<b>Total cost of Jerash CRP</b>		<b>8,339,513</b>	<b>100.00</b>

The main investments are concentrated in the second and fourth year of implementation (3 million US\$ and almost 4 million US\$ will be invested in those two years respectively).

	IMPLEMENTATION PERIOD									
	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>										
Total project costs	420,186	3,044,433	764,995	3,975,019	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>420,186</b>	<b>3,044,433</b>	<b>764,995</b>	<b>3,975,019</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	362,686	303,771	571,152	2,331,235	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	180,402	162,362	0	0	0	0	0	0
<b>Total Project Financing</b>	<b>420,186</b>	<b>3,044,433</b>	<b>764,995</b>	<b>3,975,019</b>	<b>134,880</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

	OPERATIONAL PERIOD									
	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>										
Total project costs	0	0	0	800	35,800	80,880	99,080	216,880	117,880	117,880
Interest during construction	0	0	0	0	0	0	0	0	0	0
<b>Total Financing</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>800</b>	<b>35,800</b>	<b>80,880</b>	<b>99,080</b>	<b>216,880</b>	<b>117,880</b>	<b>117,880</b>
<b>Financing</b>										
Central Gov	0	0	0	800	10,600	20,400	30,200	94,000	49,000	49,000
Municipalities	0	0	0	0	0	26,880	26,880	80,880	26,880	26,880
Privates	0	0	0	0	25,200	33,600	42,000	42,000	42,000	42,000
<b>Total Project Financing</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>800</b>	<b>35,800</b>	<b>80,880</b>	<b>99,080</b>	<b>216,880</b>	<b>117,880</b>	<b>117,880</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 up-rooted, 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, Jerash has to face a number of key issues affecting its social and economic development. These key issues include the weakening of social cohesion, the disintegration of the urban space, the lack of socialization spaces and the decay and crisis of public spaces. In fact, after the demographic transformation and the institutional reorganization, Jerash 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 Jerash 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 Jerash 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

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 Jerash 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 Jerash 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.

In Jerash, domestic **water** is supplied to the residents from groundwater. Presently the demand on the water system is high and many residents have expressed great concern about this. Residents do not have continual supply of water but rather are only supplied with water once a week for approximately 24h and sometimes less. The majority of residents in Jerash are served by the public collection system (79%) which delivers the collected wastewater to Jerash Wastewater treatment plant in Wadi Jerash. There are parts of the city that lack the sanitation services and still depend on the septic tanks which caused contamination of the groundwater. Two main groundwater wells are under treatment for biological contaminations; Qairoan and Al Deek near Gaza Camp, around 10 km from the city centre.

Existing **traffic** pressure resulting from visitor arrival and parking, and city centre congestion and circulation call for alternatives, including a southern cross town route to be reviewed as part of coordinated traffic management plan. The current conditions of the traffic inside the city is really alarming, the parking facilities are below the requirements and the roads are in poor conditions.

Around the edge of city, sites have been identified for future **relocation** of the bus station (now being implemented), a wholesale market, a slaughterhouse and an industrial area. The suitability of these locations and their impact needs to be assessed.

The **wadi** is not only a physical barrier between the two parts of town at present but in many parts it is an environmental barrier through its use as an unofficial waste disposal site. Due to its topographic location it became like a drainage for the septic tanks seepage before the introduction of the sewage collection system in the city. After the introduction of the sanitation system, the wadi was still the domain for the pollution in terms constructing the wastewater treatment plant at the end of the wadi before reaching Jerash Bridge. The damage in the wadi is mainly due to the improper practices of utilizing the treated and non treated wastewater. A review of waste management procedures, a program to increase the water flow and undertaking appropriate landscaping may restore its role as major environmental asset for the city.

After presenting the current conditions of the project 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 Jerash. The positive impacts in the short, medium and long term exceeded the anticipated negative impacts during the construction and operation phases.

It is recommended to proceed with these projects taking into consideration a number of concerns that need to be taken before and after the commencement of these actions, these comprised of:

- Traffic management and de – touring plans should be prepared before starting the projects inside the city and establishing new parking facilities.

- The necessary infrastructure should be prepared for the proposed projects such as the expansion of the light industrial zone.
- Public awareness campaigns should started before starting the implementation phase of the proposed actions, especially for the actions that are located at the city centre.

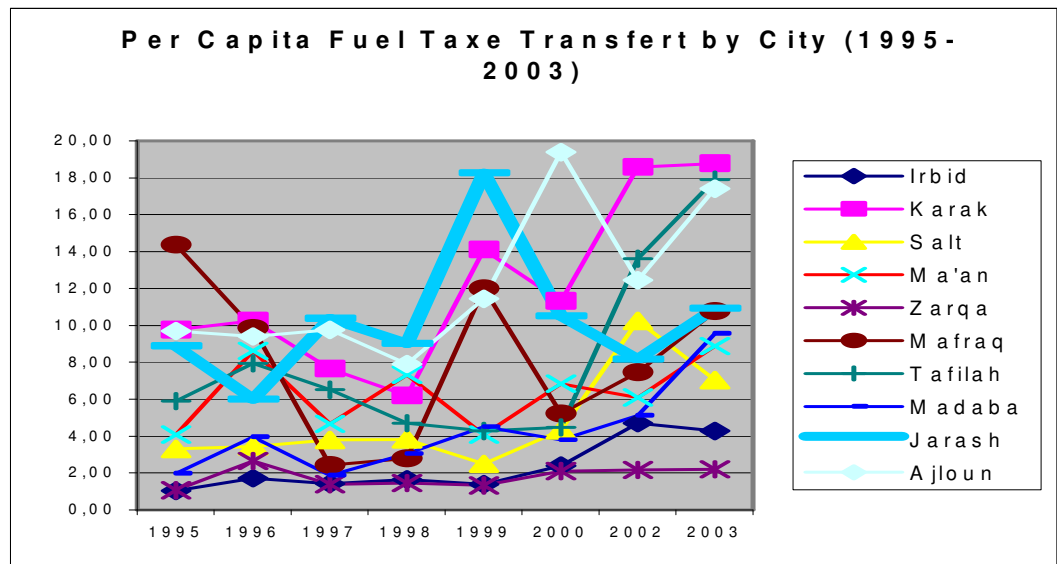
### 6.3. INSTITUTIONAL ASSESSMENT

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.

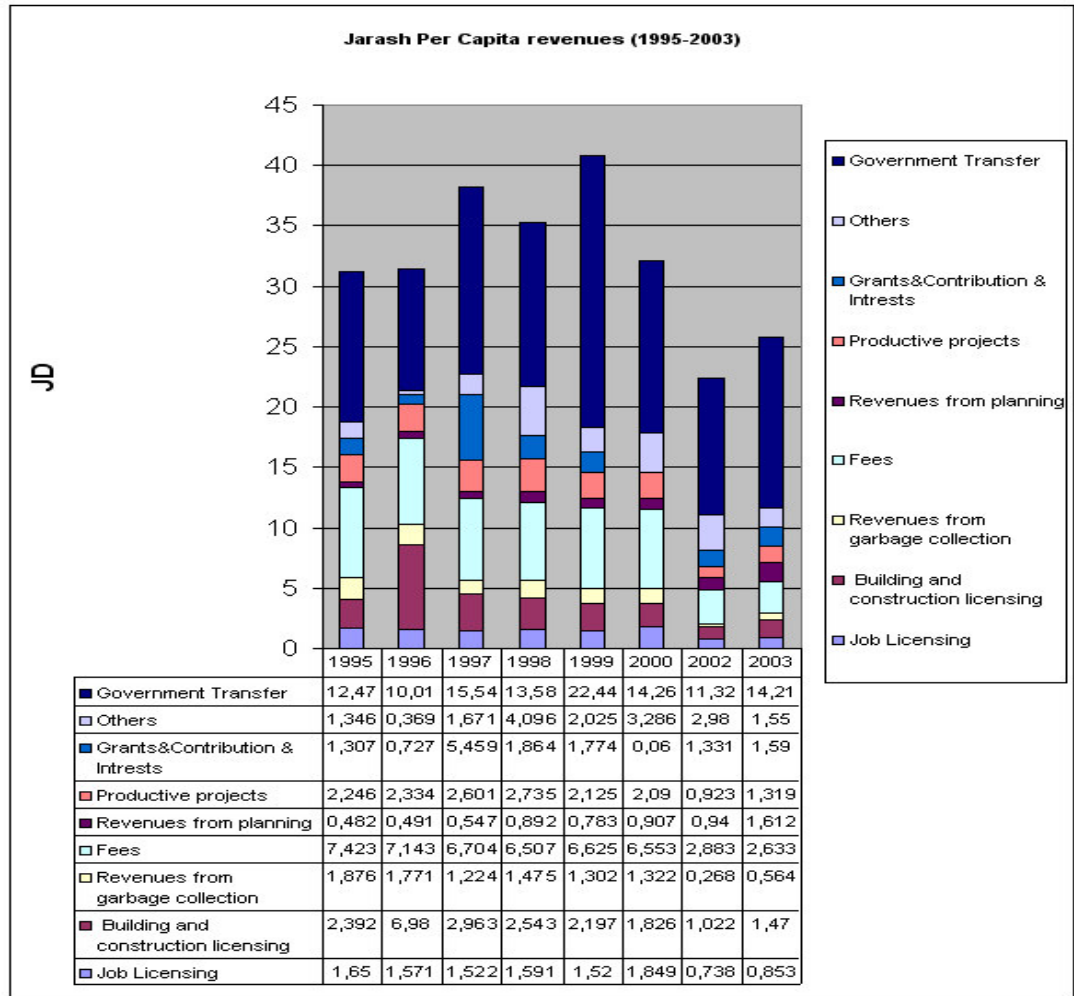
Conversely, the success and the sustainability of the program of revitalization and development of the historical centre are strongly conditioned by the commitment and the capacity of the municipality, and by the improvement of its capacity to mobilize the local resources and to play its role effectively, 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.

Until 2000, Jerash was amongst the municipalities with a relatively high level of revenues (between 32 and 42 JD per capita), with only Karak showing a higher figure.

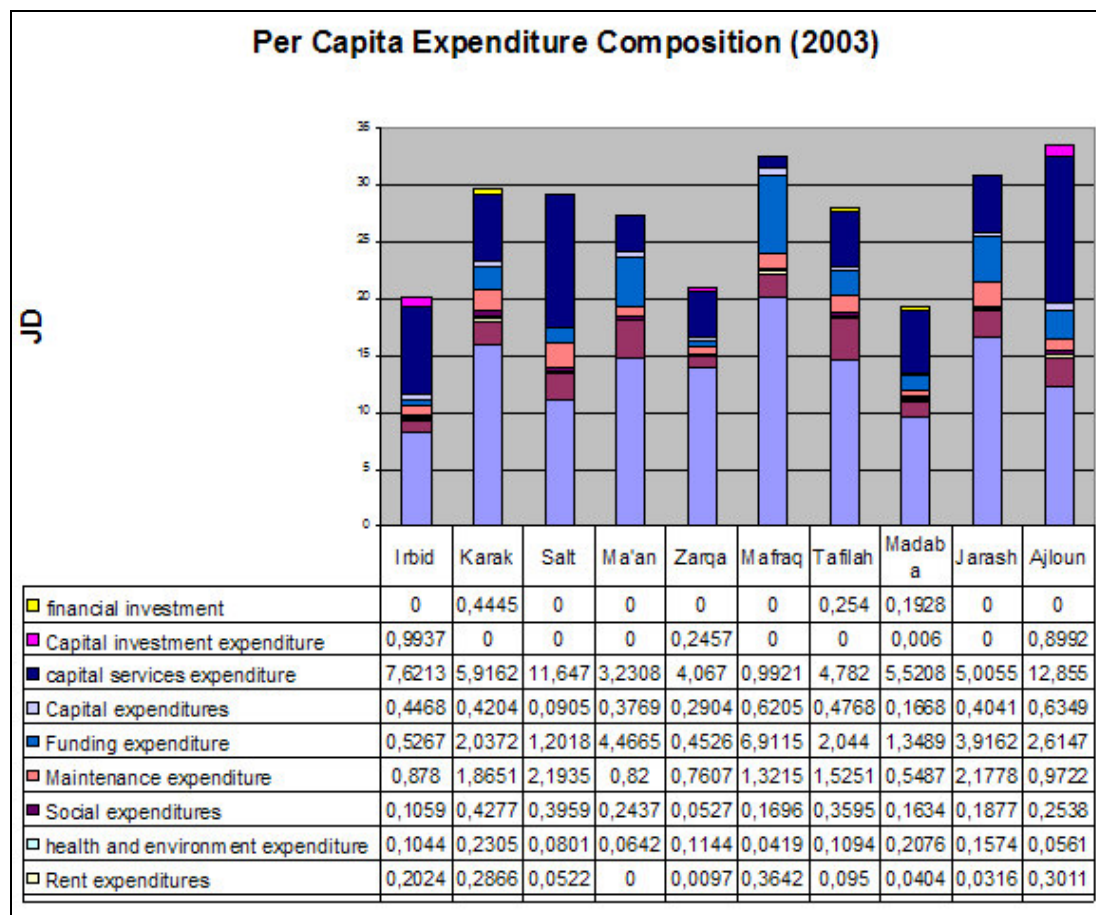
Moreover, Jerash has always been characterized by a strong dependence on governmental transfers, exceeding those of the greater part of the other municipalities. Another key character is the strong variability, with consequent instability, of those transfers: for instance, the amount of the fuel tax ranged from 6 JD (1996) to 18 JD (1998), then decreasing to 10 JD (2000) and 6 JD (2002).



The self revenues were, and still are, at a very high level in comparison with the other governorate cities. These revenues are essentially constituted by local taxes and fees, and namely the fruit and vegetables tax and building licensing. However, self revenues decline significantly starting in 1996, and even more after the merger in 2001. In 1995 they formed 55% of the overall amount of municipal revenues, while nowadays they scarcely cover a 26%, thus increasing the dependency on governmental transfers.



When it comes to expenditures, Karak is characterized by the highest level of labor costs after Marfaq (approximately 16.6) This is closely linked to a significant overstaffing that has nothing to do with the actual level of services delivered by the municipality, but rather to forms of clientelism. Moreover, having a significant amount of debts, the Municipality uses a significant amount of its expenditures for the payment of interests. More than half of capital services expenses are used for public works, namely asphaltting of roads. As for the other cities, the expenditure for maintenance of public space and municipal infrastructure are scarce, as the resources for the provision of services that have a particularly marginal position both in the municipal budget and in its actual mission.



The institutional assessment has shown that the following key issues affect the capacity of the Jerash 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 con-

cerned 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 CRP proposal for Jerash 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 10 years of program implementation.

The total investment costs amount to 8,339,513 US\$ and the operating costs for the first 10 years to 571,600 US\$.

A) WORKS	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	TOTAL
Road construction	119,667	1,077,000	21,905	197,149		1,415,721
Utilities upgrading	32,519	292,674	2,414	21,722		349,329
South bridge junction	16,937	152,434				169,372
Traffic management plan	3,529	31,757				35,286
Hard landscape		9,527	19,054	161,962		190,543
Soft landscape		45,448	90,896	772,617		908,961
Public piazza and garden		12,336	121,411	93,493		227,240
Parking lots		720	6,478			7,198
Special structure and furnishing		9,880	88,920			98,800
Parking structure			179,110	1,611,994		1,791,105
<b>TOTAL COST OF THE WORKS</b>	<b>172,652</b>	<b>1,631,777</b>	<b>530,190</b>	<b>2,858,936</b>		<b>5,193,554</b>
<b>B) ADDITIONAL PROVISIONS</b>						
b1) TECHNICAL EXPENSES						
Detailed design consultancy (8% of A)	13,812	130,542	42,415	228,715		415,484
Construction supervision and management (8% of A)	13,812	130,542	42,415	228,715		415,484
Topographical & archaeological surveys/specialistic investigations (5% of A)	8,633	81,589	26,509	142,947		259,678
b2) CONTINGENCIES (15% of A)	25,898	244,767	79,528	428,840		779,033
<b>TOTAL COST OF THE ADDITIONAL PROVISION</b>	<b>62,155</b>	<b>587,440</b>	<b>190,868</b>	<b>1,029,217</b>		<b>1,869,680</b>
<b>C) PRIVATE BUILDINGS FACADE REHABILITATION</b>		<b>3,529</b>	<b>7,057</b>	<b>59,986</b>		<b>70,572</b>
<b>D) LAND ACQUISITION</b>		<b>564,572</b>				<b>564,572</b>
<b>E) BUILDINGS DEMOLITION</b>		<b>70,572</b>				<b>70,572</b>
<b>F) MARKET STALLS ACQUISITION</b>		<b>98,800</b>				<b>98,800</b>
<b>G) MARKET STALLS DEMOLITION</b>		<b>14,114</b>				<b>14,114</b>
<b>H) 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 THE 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+E+F+G+H)</b>	<b>420,186</b>	<b>3,044,433</b>	<b>764,995</b>	<b>3,975,019</b>	<b>134,880</b>	<b>8,339,513</b>

TABLE 4 – JERASH CRP - INVESTMENT COSTS (IN US\$)



OPERATING COSTS										
Action	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
J.01					5,000	10,000	15,000	20,000	25,000	25,000
J.02					4,000	8,000	12,000	16,000	20,000	20,000
J.03				800	1,600	2,400	3,200	4,000	4,000	4,000
J.04					25,200	33,600	42,000	42,000	42,000	42,000
Capacity building						26,880	26,880	26,880	26,880	26,880
<b>Total</b>				<b>800</b>	<b>35,800</b>	<b>80,880</b>	<b>99,080</b>	<b>108,880</b>	<b>117,880</b>	<b>117,880</b>

TABLE 5 – JERASH CRP - OPERATING COSTS (IN US\$)

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 as construction and commerce-related);
- informal sector;
- public/municipal sector;
- tourism-related activities (restaurants, hotel, other accommodations, tourist guides, tourist transport);
- services related to all the above.

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

- time saved instead of looking for a parking lot, thanks to the provision of about 270 new car-parking stalls located within a new three-level parking structure;
- increase in residents and tourists' expenditures for shopping, due to the street and landscape beautification within the city core, together with the upgrading of urban spaces and, above all, the provision of new cultural assets and leisure facilities;
- increase in the number of visitors due to the greater tourist attractiveness of Jerash.

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

The additional expenditure has been considered as equal to the current tourists' average daily expenditure multiplied by the additional number of tourists. Such estimation is based on the assumption that the CRP implementation will attract a 10% more visitors to Jerash, with respect to the peak visitor flows recorded in the year 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 Jerash CRP will amount to 1.603 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 Jerash CRP: a positive ENPV is found, evaluated at a discount rate of 12%, of 4,440 thousand US\$ and a EIRR of 22.5%.

## 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
<b>Investment costs</b>	390	2,825	710	3,689	125	0	0	0	0	0	0	0	0		0	0	0	0	0	0
<b>Running costs</b>	0	0	0	1	36	81	99	109	118	118	118	118	118	118	118	118	118	118	118	118
<b>Indirect economic benefits</b>	0	0	555	905	1,256	1,606	2,059	2,263	2,263	2,263	2,263	2,263	2,263	2,263	2,263	2,263	2,263	2,263	2,263	2,263
<b>Residual value</b>																				3,870
<b>Net benefits</b>	(390)	(2,825)	(155)	(2,784)	1,095	1,525	1,960	2,155	2,146	2,146	2,146	2,146	2,146	2,146	2,146	2,146	2,146	2,146	2,146	6,015
<b>Accrued net benefits</b>	(390)	(3,215)	(3,370)	(6,154)	(5,059)	(3,534)	(1,574)	580	2,726	4,872	7,017	9,163	11,308	13,454	15,600	17,745	19,891	22,036	24,182	30,197

<b>ECONOMIC IRR</b>	<b>22.5%</b>
<b>ECONOMIC PNV (,000 US\$)</b>	<b>4,440</b>
<b>BACK DISCOUNTING RATE</b>	<b>12,00%</b>

	HP1	HP2	HP3
Benefits change	0	-15%	-10%
Investment costs change	10%	0	10%
Running costs change	10%	0	10%
<b>EIRR</b>	<b>30.9%</b>	<b>18.7%</b>	<b>14.7%</b>
<b>VAN</b>	<b>6,099</b>	<b>2,538</b>	<b>1,091</b>

## 6.5. FINANCIAL ANALYSIS

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The total investment will amount to 8.3 million US\$, with the main investments being concentrated in the second and fourth year of implementation (3 million US\$ and almost 4 million US\$ will be invested in those two years respectively). As for the single actions, action J.01 - Upgrading of the street network is the most expensive; indeed it amounts to 2.3 million US\$.

The foreseen PPP action will consist in the realization of a three-level parking facility directly managed by private investors. The total investment costs for the realization amount to 2,577,181 US\$, representing the 32% of the total Jerash CRP investment costs.

The results obtained from the financial analysis display a sound profitability for the above-mentioned action: a FNPV is found, evaluated at a back discounting rate of 10%, of 186 thousand US\$ and a consequent FIRR of 11.5%. Thus, the project seems to offer **a sound rate of profitability** even taking into account all investment costs including the ones of the public piazza and garden works (104 thousand US\$). On the other hand, to make the project attractive for private investors, a 30% World Bank co-financing has been considered.

The implementation of the Jerash 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 analyzed 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\$ 670 thousand in counterpart funds under the Project, with a maximum of US\$ 565 thousand in FY02. This level of investment is less than 0.030 percent of the 2003 country's total gross domestic investment (about US\$2.2 billion) thus, it should not cause any fiscal constraint. WB finances 69% of the project, the Central Government will finance 7% and the Municipality 2%). Other financiers are the private investors representing 22% of the total.

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.

**JERASH CRP FINANCIAL PLAN**

<b>IMPLEMENTATION PERIOD (amounts in US\$)</b>										
	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>
<b>Total Financing Required</b>										
Project costs:										
Investments costs	393.306	3.017.553	738.115	3.948.139	108.000	0	0	0	0	0
Recurrent costs	26.880	26.880	26.880	26.880	26.880					
Total project costs	420.186	3.044.433	764.995	3.975.019	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>420.186</b>	<b>3.044.433</b>	<b>764.995</b>	<b>3.975.019</b>	<b>134.880</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Financing</b>										
Government:										
Central	1.290.103	2.397.944	780.906	306.720	354.000	0	0	0	0	0
Municipalities	57.500	6.720	13.440	20.160	80.880	0	0	0	0	0
Privates	0	79.435	47.661	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0	0
<b>Total Project Financing</b>	<b>1.347.603</b>	<b>2.484.100</b>	<b>842.007</b>	<b>326.880</b>	<b>434.880</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>OPERATIONAL PERIOD (amounts in US\$)</b>										
	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>
<b>Total Financing Required</b>										
Project costs:										
Investments costs	0	0	0	0	0	0	0	108.000	0	0
Recurrent costs	0	0	0	800	35.800	80.880	99.080	108.880	117.880	117.880
Total project costs	0	0	0	800	35.800	80.880	99.080	216.880	117.880	117.880
Interest during construction	0	0	0	0	0	0	0	0	0	0
<b>Total Financing</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>800</b>	<b>35.800</b>	<b>80.880</b>	<b>99.080</b>	<b>216.880</b>	<b>117.880</b>	<b>117.880</b>
<b>Financing</b>										
Government:										
Central	0	0	0	800	10.600	20.400	30.200	94.000	49.000	49.000
Municipalities	0	0	0	0	0	26.880	26.880	80.880	26.880	26.880
Privates	0	0	0	0	25.200	33.600	42.000	42.000	42.000	42.000
Other	0	0	0	0	0	0	0	0	0	0
<b>Total Project Financing</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>800</b>	<b>35.800</b>	<b>80.880</b>	<b>99.080</b>	<b>216.880</b>	<b>117.880</b>	<b>117.880</b>

## 7. Risk analysis and proposed mitigation measures

RISKS	MITIGATION
<p><b>INTERMINISTERIAL COOPERATION AND COMMITMENTS.</b></p> <p>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.</p>	<p>The project preparation is done in close coordination with the three ministries and their comparative advantages are emphasized:</p> <p>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,</p> <p>MOMA is involved in the municipal management and finance reform, and could pilot some suggested improvements in the 4 municipalities, and</p> <p>MOPIC is providing general oversight for project financing and regional development issues.</p>
<p><b>MUNICIPAL CAPACITY AND OWNERSHIP</b></p> <p>The institutional assessment has pointed out significant areas of weakness of GJM, especially in the urban planning and management.</p>	<p>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.</p> <p>Greater Jerash Municipality will participate and sign the “City Revitalization Pact” committing itself to certain critical actions, commensurate with their capacity.</p> <p>The project will provide capacity building to GJM, including supplementary staff, training, equipment and management tools dedicated to the historic core.</p>
<p><b>SUSTAINABLE ASSET MANAGEMENT PRACTICES</b></p> <p>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.</p>	<p>Recognizing this common problem:</p> <p>(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;</p> <p>(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.</p> <p>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.</p>
<p><b>INVOLVEMENT OF THE CIVIL SOCIETY AND OF THE PRIVATE SECTOR</b></p> <p>The project will be implemented, but the sense of ownership of the residents will not be increased.</p> <p>Owners of buildings in the perimeter area will not be stimulated to invest in the rehabilitation.</p> <p>Private sector not sufficiently involved in the project.</p>	<p>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.</p> <p>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.</p> <p>A specific section of the study has been devoted to the involvement of the private sector in project implementation.</p>

TABLE 6 - 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 Jerash 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 Jerash, 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 Jerash 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 JERASH**

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 JERASH MUNICIPALITY**

GJM 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 GJM 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 Municipi-

pal 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 Abdullah Street. After the handover of the works, managed by MOTA, GJM will take in charge management and enforcement of parking meters, exploiting the economic benefits.

The role of GJM 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, GJM 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, GJM 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) 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
<b>A. REGULATORY ACTIONS</b>														
1	Jerash historic core regulation	MOMA	Approved Jerash Historic Core Regulation	6 months	■	■								
2	Enforcement of the new HCR	GJM	After capacity building	To the end of the program			■	■	■	■	■	■	■	■
3	Pilot parking meters plan	GJM	During action J.01.a ~ 97 parking stalls	3 months					■					
4	Enforcement of parking meters	GJM	Follows action J.01.a	To the end of the program					■	■	■	■	■	■
5	Traffic management program	MOTA	To be developed within the capacity building/technical assistance component.	12 months			■	■	■	■				
6	Enforcement of the traffic management program	GJM		To the end of the program					■	■	■	■	■	■
<b>B. PHYSICAL ACTIONS</b>														
7	Establishment of coordination arrangements amongst GJM and utilities providers.	Governorate			■									
8	[J.01] Upgrading of the city core street network.	MOTA		9 months			■	■	■					
9	Works stage; (a) tendering procedure; (b) award of construction contract; (c) execution of works.	MOTA	~ 51,900 sqm rehabilitated public space (28,900 type B and 23,000 type C)	20 months					■	■	■	■	■	■
10	Management stage: ensure proper maintenance and management of renovated public spaces.	GJM		To the end of the program								■	■	■
11	[J.01.a] The re-design of King Abdullah Street	MOTA		9 months	■	■	■							
12	Works stage; (a) tendering procedure; (b) award of construction contract; (c) execution of works.	MOTA	~ 9,700 sqm rehabilitated public space	12 months			■	■	■	■				
13	Management stage: ensure proper maintenance and management of renovated public spaces.	GJM		To the end of the program					■	■	■	■	■	■
14	[J.02] The landscape restoration of the wadi area	GJM	Expropriation required	6 months					■	■				
15	Design stage: (a) preparation of TORs; (b) award of engineering activities; (c) management of design stage; (d) final approval.	MOTA		8 months					■	■	■			
16	Works stage; (a) tendering procedure; (b) award of construction contract; (c) execution of works.	MOTA	~ 32,500 sqm urban park	13 months							■	■	■	■
17	Management stage: ensure proper maintenance and management of renovated public spaces.	GJM		To the end of the program									■	■
18	[J.03] The East Baths node	GJM	Expropriation required	6 months					■	■				



### 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 lshraf*). Moreover, this section clearly spells out the needs and responsibilities in terms of acquisitions.
- 3) **Duration, cancellation, revision of the Pact.** This sections states some procedural details.
- 4) **Summary of commitments.** This sections 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>1</sup> and the *conferenza dei servizi*<sup>2</sup> and of the French experience of the *contrats de ville*<sup>3</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>1</sup> Literally: "programmatic agreement".

<sup>2</sup> Literally: "service conference".

<sup>3</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 Jerash 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.

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 Jerash 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 Jerash CRP includes a project action, essential for the success of the program, that is well suited for the participation of privates. The action envisages **the reuse of the ex-market place for a new parking**, where the role of the private partner is to ensure the realization and management of the new facility. The action is described in detail in Annex 1, and the business plan for the private partner is 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 Habdullah 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 Jerash.

The weakness of the suggestions that emerged during the local consultations with the operators in Jerash confirms the uneasiness of the private sector and the weakness of their ideas. Rather than true PPP partnership, the potential investors are looking for financial support, possibly under the form of grants, to rehabilitate building or start up new activities.

- 1) **The hippodrome project.** The project is a revival of the ancient chariot races within the Hippodrome, involving the building of replicas of the old chariots, having the drivers wearing the traditional roman costumes and providing it as a show during the daytime. The potential investor is a Swedish individual who has local Jordanian partners. The idea is to extend the chariots races into the historic core (sic!), to involve the whole city in the activity.
- 2) **The rehabilitation of a café** facing the eastern baths. This action would cater to the residents, visitors and tourists, taking advantage of its location and of the potential ambience that it would create.
- 3) **Link the Jerash Festival activities into the city.** This action would happen during the Jerash Festival by opening the historic core, for pedestrians only, at certain hours, and allowing the community to benefit from the festival by selling local products in the streets, allowing food to be sold in the town, and a possible street fair to take place in the town.