



**Al- Badeel**

**Center for Studies and Research**

**Decentralization and Enhancing the Local  
Governance**

**Minutes of the workshops organized by Al- Badeel**

**Center for Studies and Research** *in selected governorates  
during the period from (1 October, 2009 – 30 September,  
2010).*

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Minutes of the workshops organized by *Al-Badeel Study & Research Center* in selected governorates during the period from (1 October, 2009 – 30 September, 2010).

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## Chapter One

### Decentralization and Enhancing the Local Governance

#### Introduction

Al-Badeel Study & Research Center implements the project of decentralization and enhancing of the local governance in selected governorates of Jordan (Amman, Irbid, Madaba, Kerak), which target the local community with all groups, through organizing various seminars with related titles that contribute in raising the level of knowledge with the issues of decentralization and its relationship with the economic, social and political development, as well as organizing a number of educational workshops for a number of cadres who are expected to become future leader shouldering the project and build on it. However, among the titles that were handled, the vision of the government to the towards the project of decentralization, where HE Minister of Media and Communication, Dr. Nabil Al-Sharif talked about the concept of decentralization. In addition, Mr. Salman Al-Negrish, the researcher in the Parliamentary Budget Office, delivered a speech. Moreover, during the second stage, the Center implemented a training workshop in Madaba governorate, as researcher Hussein Abu Rumman presented a paper titled: Readings in the governmental vision towards the decentralization project. A third workshop was held in Kerak governorate, with the participation of Dr. Samir Abdul Mahdi, a professor and economic expert; a fifth workshop in the Ghor governorate, under the patronage of Senator Dr. Nadir Theirat, which

was as a kind of training. In this workshop, trainer Salman Al-Negrish presented the mechanisms of preparing the parliamentary budget.

In fact, Al-Badeel Center issued its first report about the activities of the Center in this regard. A sixth event was titled: how to decide the developmental needs and the ability to arrange the priorities within the framework of administrative decentralization, with the participation of Dr. Samir Abdul Mahdi, a professor and economic expert, with a seventh activity titled: The Budget: Objectives, content and terms, with the participation of the researcher in the Parliamentary Budget Office Mr. Salman Al-Negrish.

#### Description of the Project

With the increased attention and interest in to the concept of decentralization as a result of political, economic and technological changes the world has witnessed , Decentralization is no longer an end in itself, but rather a philosophy and a developmental tool empowers people to participate in making and taking decisions in respect to development of their communities which brings them a great benefit, Decentralization is primarily concerned with the transfer of powers and authorities from the highest central levels to the lower local levels . Since a period of time Jordan has been witnessing a wide debate on the mechanisms of decentralization project and its importance in activating and promoting the social, political, economic and community participation of all segments of the Jordanian people. King Abdullah II has stressed the importance of decentralization project and the ambition to achieve best management of resources and involving citizens more effectively in the management of their affairs, His majesty has stressed that the coming stage will witness a dialogue and discussion between the concerned institutions of the State to study the mechanisms of completion of the project, which is acceptable to the

majority and in particular organizations of local and civil community, who see that the participation of citizens, particularly in the areas distant from capital in running their affairs and in choosing their representatives in the central council of the provinces would activate Democracy and maximize the participation of groups of people from all classes and sects, and it would reinforce the role of

parliament in oversight and legislation, which make His Majesty to stresses on his demand of all his people to deal with the project seriously, and with high responsibility, as the King said: "Even walking forward."

### Why is it the Decentralization Project ?

The Al-Badeel – Alternative - Center for Studies and Research regards that the importance of this project, which is carried out by the support of the National Endowment for Democracy (NED), is in its regulating a number of workshops, seminars and training workshops, with the participations of activists from trade unions and members of municipal councils, elites, local community leaders, in addition to activists from academic , professional and mass media in the various governorates to explain a definition of the project and its implications at all levels and fields ,and in a purpose to enable these participants to master different relevant skills that can offer in a practical and scientific way to the project and that can contribute in its success and to achieve the desired objectives, namely the transfer of financial and administrative powers to the provinces, and maximizing the role of municipalities , and in the fair distribution of wealth among the provinces, as well as the translation of outputs of the project so as to enhance community role in the decentralization and the development of skills and capabilities of local leaders, and strengthening human resource capacity, especially as they previously only concentrated in the capital. To cast away the servicing role of the Council of Deputies and to correct the parliamentary march through developing the process of selecting members of the House of Representatives and improving their

performance, where some candidates address their crowds in their campaigns stressing the issues related to services and satisfying these services , This feature makes the House of Representatives to lose its main role in legislation and oversight and the exercise of its active role in the development of democracy and political development in general. Although we recognize that this model would not be in the level of some of the world countries such as Switzerland, Romania or Germany , but we think that it would be as a catalyst or a motive that drives citizens to participate more actively in the development process and to participate in the public domain

### Targeted Categories:

This Project which –Al Badeel - the Alternative Centre for Studies works upon for almost a year targets the local community in the provinces in general, and civil society institutions and municipal councils and trade and professional unions , women's organizations, journalists, academics, political parties and cultural clubs and university students in particular, where a number of participants in each workshop will be selected representing all these categories , and the Center will help that those selected should keep on their own ordinary careers and jobs and at the same time are participating in other activities organized by the Centre, aiming at forming a training team who are qualified to continue the work as soon as the decentralization law is passed and the start of its practical as trainers in their communities.

### Goals

The center targets a package of objective through this project to be achieved the most prominent of them are :

- The achievement of a comprehensive reform in : political, economic, administrative , and social fields and domains to enable sustainable and comprehensive development, the direct objective of the project idea is to achieve decentralization .
- Involvement of local communities in decision-making .



- Equitable distribution of projects and budgets between provinces, particularly since there are areas that suffer more poverty than others the matter which may widen the development gap between the kingdom regions.

- The creation of an attractive environment and the reduction of levels of internal immigration toward the capital , and developing local community

- Contribute to the promotion of democracy and human rights culture.

- The promotion of the participation of Jordanian youth and women in public life.

### The preparatory meeting and determining the general framework of a project

In the context of the preparations for the project ; the Centre has selected experts and appointed them as the preparatory committee , These experts are : economists , lawyers, administrators and civil society leaders , they developed a plan for the contents of working papers, seminars, training and constructive materials of leading cadres in the selected governorates of : Irbid, Amman, Zarqa, Madaba and Karak, which included topics of the following training subjects : regional and developmental planning, budgeting preparation and transparency, and strengthening human resource capacities , and strengthening the capacities of civil society.

In regard to seminars and lectures held in the targeted areas the following headings have been identified:

- Decentralization - concept and applications (Salman Naqrash , an expert of the Parliamentary Budget Office) .

- A reading to the draft of the government proposal for the decentralization project (Hussein Abu Rumman, a researcher and the managing editor of the Journal –Al Sejjel- The Register) .

- Decentralization and economic development (Dr. Samer Rajoub, Dean of the Faculty of Economics at the Hashemite University).

In addition to launching a mass media campaign spread over several provinces to present a definition of decentralization in local governance and its application mechanisms - "Awareness Campaign". This campaign depends on publishing and distributing Boasters and brochures and other promotional materials as well as press news bulletins . The Commission is working now on assessing stages of work and emergent developments , especially in light of progress level and the level and governmental procedures to approve the Decentralization project legally and duly , and finally the campaign intends to set out indicators that measure the impact of achieving the goals.

## **Executive Summary**

Al- Badeel Center for Studies and Research has implemented the decentralization and local governance project, as the first events of this project were held on 23 November- in Jerusalem International Hotel, with the presence of the Minister of State for Media and Communication and the Official Spokesman of the Government, Dr. Nabil Al-Sharif, with the participation of 35 Jordanian people of all spectrums. In this workshop, H.E. Dr. Al-Sharif stated that the decentralization project is considered a historical trend in the political life and administrative work in Jordan, and will make the citizen a main player in the decision making and implementation process, and that such project will provide more roles for the civil community organizations, women and youth sectors to participate effectively in the development process.

On the other hand, Dr. Al-Sharif clarified the objectives drawn by His Majesty King Abdulla II in his royal and speeches and directions regarding the decentralization project, which confirmed the need to engage the citizen in the decision making process and distribute the revenues of development equally in all governorates. In addition, Dr. Sharif stated that the project aims to expand the participation of the popular base which affect and influence the decision making process and implementation, by nominating the citizens to become members in the local councils or participate in choosing their representatives in such councils. He added that the project contains a real political reform as it will create new platforms for democratic expression before the

citizens and will result in renewing the political elite, enhance coping and solving the problems which the citizens face, provide

new horizons on the level of governorates and enhance the role of political parties that will be partners in the political process It is worth mentioning that the executive director of Al- Badeel Center for Studies and Research, Mr. Jamal Al-Khateeb has inaugurated the project by a speech stating that this meeting comes within the framework of the efforts of the Center to enhance and strengthen the concepts of popular participation among the civil community organizations as well as the other entities such as professional syndicates, women organizations, political parties and university students in dealing with various issues that concern the citizen. Mr. Al-Khateeb indicated that such meeting will shed light upon the perspectives, know the concepts of decentralization and their applications.

On the other hand, Al- Badeel Center for Studies and Research organized a workshop on 10 Feb. 2001 in Madaba Hotel, with the presence of various bodies of the civil society. In this workshop, researcher Hussein Abu Rumman offered a reading of the draft of the project that was prepared by a ministerial committee in the former government. Mr. Abu Rumman said: the draft of the project contains various characteristics reflecting that it is not congruent with the requirements of the political reform, which confirm the need to wait prior to referring it to the Parliament Council to make comprehensive revision that promote it from an administrative perspective to create development councils in

the governorates into an essential project in the targeted political reform.

Mr. Abu Rumman announced that forming the government of H.E. Samir Rifa'i came to provide Jordan with an important opportunity to review the project of decentralization whose draft was prepared by the government of H.E. Nadir Al-Dahabi. On the other hand, Mr. Abu Rumman stated that the Ministerial committee formed by PM Rifa'i to study the project included 9 ministers in their capacity as ministers, and this committee did not declare its intention to make vital changes on the draft, but there is a kind of waiting in passing the draft in its final version. He clarified that the formation of the current council for each of the 12 governorates consists of 30 members, and said that he does not see any wisdom in forming the local councils of the same number of members, due to the large variation in the residents of the governorates of the Kingdom, not to forget that the increase of the membership will create a resource to waste monies without justification.

He added that women's representation by 20% of the membership of the local councils is an important issue, since development will not be straight without the active participation of woman, and there is no need to a similar quota that was approved in the municipal last elections, but it could be compensated by deciding the locations of the nominated women on the lists.

Regarding the powers of the local council, Mr. Abu Rumman said that the powers given to it through the decentralization project are contradicting in two main ways: first: the relationship with the governor

and the executive council that consists of the directorates of the departments and the public bodies, and the second: regarding the powers given to it in making the developmental decision, as the oversight of the municipal council on the performance of the executive council will be formal.

Moreover, Al-Badeel Center organized the fourth workshop within the framework of the "decentralization and enhancing the local governance" project, in Kerak on 17 March 2010, which is mainly targeted to elites, civil society organizations, members of the municipal councils, labor and

professional associations, women organizations, media people, political parties, cultural clubs and university students. In this workshop, Dr. Samir Abdul Mahdi, a professional and economic expert talked about the role of decentralization in the economic development, its advantages and the relationship of decentralization with the economic development, stating that decentralization in Jordan is represented in three types of local units, namely: the municipal and village councils, administrative and regional units, and the councils of common services. On the other hand, he talked about the possibilities and means of making use of the decentralization in the Jordanian economy as well as decentralization, the economic dimension, the development and distribution of the resources.

In addition, to that, Al-Badeel Center conducted the second seminar in Irbid governorate on 17 January, with the participation of party elites, researchers, media, political parties and women associations. The

participants stated that the decentralization project represents a qualitative step to achieve the required development in various fields in the Jordanian governorates. The participants demanded to prepare the draft law of the decentralization with wisdom and deep thinking after consultation with the civil society organizations, to benefit of the applications and outputs of the project, not to forget the need to handle and gaps that may arise during the implementation processes, since it is a newly experience, with a need to make use of it in preparing a modern and developed election law, as desired by His Majesty King Abdulla II.

Researcher Salman Al-Negrish presented the objectives of the project that relate with achieving high popular participation the decision making process, with the contribution in the development of the local resources and coordinate the relationship with the central units of the state. Mr. Al-Negrish added that the idea of the project is based on building a partnership relation between the central government and the local administration and the citizen, so as to achieve the targeted objectives in distributing the development gains and contribute in the decision making process, stating that the public attitude to expand the participation base in creating three councils, a local, executive and municipal in each governorate, represent a cause for hope and optimism. Mr. Salman added that the project comes within the framework of the political reform efforts and the need for the fair distribution of the revenues of the development among the citizens on the level of the Kingdom.

In addition, Al-Badeel Center conducted a training workshop regarding the mechanisms of preparing the budget of the local councils and its relationship with enhancing decentralization and moving the powers from the center to the governorates. This workshop was held under the patronage of H.E. Nadir Al-Dahabi with the presence of the governor of the district and mayors of the municipalities of Tabaqat Fahl, Mu'ath Bin Jabal and Sharhabil Bin Hasna. In fact, this workshop is considered one of a series of awareness and training workshops organized in the Jordanian governorates within the framework of decentralization, with the participation of labor, academia, professionals, university students, media people, members of municipal councils and elites from the local community to increase their awareness and empower their skills that are provided in a scientific way, contribute in its success and achieve the targeted goals. Moreover, it aims at developing the skills and capacities of the local leaderships, enhance the powers of resources, increase the role of municipalities, contribute in the just distribution of the resources, neglect the service role of the council correct

the parliamentary process and improve the choice of parliament member and their performance.

At the beginning of the workshop H.E. Senator Nadir Theirat talked about the role of budget in any country in developing the performance of the public organizations, as the former is deemed as one of the main reasons behind any achievements and remove any obstacles that hinder the development of public performance, and hence the budget has been



a place of continuous concern by the states and administrative, economists and lawyers.

In this context, H.E. Brig. Gen. Mwaffaq Al-Shboul indicated to the importance of working towards decentralization and enhancing the local governance, since it contributes in providing suitable solutions and recommendations to the official bodies and move development with all types to all parts of the Kingdom to fill the gaps and contribute in solving the problems, especially the principle of partnerships with the government to achieve sustainable development.

Dr. Ahmed Al-Kafarneh, the director of Tabaqat Fahl Center for Studies, has welcomed the participants of the local community, and confirmed the importance of organizing such meetings that activate the local community. On the other hand, Mr. Qassim Al-Tubaishi, the Director of the Industrial Free Zone, called for dialogue with the local community in the Northern Ghor region, due to their significant role in the economic development.

In this context, the researcher and trainer in the Parliamentary Budget Office, Mr. Salman Al-Negrish, presented a paper about the role of the public budget as a methodology, and the budget as a system to distribute the financial resources. In this paper, Mr. Al-Negrish clarified the objectives of the budget, legal dimension that organizes the policy and public budget, the relationship between the budget and the rules of legislation, as well as stating that the budget passes through three stages: preparation, implementation and oversight stage. At the end of the training workshop, the participants demeaned to make use of the

applications and outputs of the project and handle any gaps that may arise during implementation since it is an experience that is applied for the first time, the fact that requires benefit of it in preparing a modern parliamentary election law in accordance with the desire of His Majesty King Abdulla II.

In Madaba, Al-Badeel Center organized a training workshop on 2 June, 2010, in Madaba Hotel. This workshop was attended by various peoples of the local community. The workshop is titled: How to Decide the Developmental Needs and the Ability to Organize the Priorities within the Framework of Decentralization. Dr. Samir Abdul Mahdi, a professor and economic expert, presented a training material in which he stated that the developmental decentralization is a main factor in enhancing and activating the economic, administrative, social and political development, and this is an important factor in achieving the balanced development.

Dr. Mahdi indicated that decentralization is considered an honest expression of the peoples' desires, an extension for the principle of the people's governance by themselves, and provide opportunities to engage the citizens in managing their local units and receive training to manage them.

On 21 August, 2010, Abadeel Center organized a seminar in Ain Sara Park- Kerak, titled: Citizenship from the perspective of social development. In this

regard, Dr. Hussein Al-Mahadin, professor of sociology in Mu'ta University stated that the Jordanian political desire is existing to ripen

the decentralization through empowering the governors to perform and handle local development powers.

Dr. Mahadin added that the summit of administrative decentralization is embodied with the issuance of a law that organizes them on both the social and cultural levels, calling to pay attention that the pre-readiness to move towards decentralization cannot be appropriate without preparing conscious and behavior so as to collect the fruits of openness on the culture and traditions of other people from our culture.

Dr. Mahadin stated that media, prior and during the issuance of the administrative decentralization law is supposed to share with the local leaders in planning and implementing development plans so as to achieve success for the basic preparations of building new and rich partnerships among individuals and various local organizations.

It is worth mentioning that the participants proposed a set of recommendations that included confirming the importance of taking the decentralization process in the Jordanian governorates in to account, where it is necessary to contribute in the development process and enhance the popular participation, minimize corruption, enhance and apply the concept of transparency and strengthen the role of municipalities and engage in the decision making process.

## **Chapter Two**

### **Inauguration Speech**

#### **The Project of Decentralization and Enhancing the Local Governance.**

**Mr. Jamal Al-Khateeb**

**Executive Director**

**Ladies and Gentlemen,**

We would like to convey our deep appreciation for attending the event of the project for decentralization and enhancing the local governance, which is launched in Amman and includes various workshops in a number of the Jordanian governorates, so as to explore the perspectives regarding the issue of decentralization and enhancing the local governance. In addition, it is our objective to examine this concept and its applications. In this context, it is worth stating that the Jordanian field witnesses a wide debate on the mechanisms of decentralization project, not to forget its importance and the need to enhance social, economic and political development process. This project intends to achieve the best management for the resources and engage the citizens more effectively in managing their affairs.

However, we all know that an agreed upon diagnosis is that development and participation passes through deepening the decentralization and local responsibility to face the odd position of the

population focus, the continuation of weakness, immigration of the capacities from the governorates and the capitals swallow of the remaining parts of the Kingdom. This requires making a subjective and reasonable dialogue language regarding the mechanisms of this subject. The project mainly

targets the elites, civil society organizations, professional and specialized associations, women organizations, media people, political parties, cultural clubs and university students. In addition, it becomes vital to translate the outputs of the project in such a way that enhances the role of the local community in decentralization, the financial and administrative powers, the skill development, improving the capacities of the local leaders and enhance the capacities of the human resource since they were previously focused in the capital only (Amman). In fact, from this project we aim at:

- Achieving the comprehensive reform in the political, economic, administrative and social fields, so as to achieve the comprehensive sustainable development, engage the local community in the decision making process, minimize the negative phenomenon in terms of combinations and making advantages in the issue of allocating the projects and distributing the budgets among the governorates, especially knowing that there are regions more poor than others. In return, this widens the gap among the regions, and cancels the service role of the parliament council, and provide it with an opportunity to practice its main task- oversight and legislation.

- Contributing in developing the local community, enhance the social and political participation, strengthen the democratic culture and human rights and enhance woman and youth participation in the public life.

We hope this session will be rich in ideas and suggestions.

Thank you,

## The First Paper

### D. Nabil Sharif, Minister of State for Media Affairs:

First of all , thanks for the Albadeel Centre for research for the introduction and for hosting us today to talk to you about this subject and hope through this project that we can strengthen citizen participation in decision-making and in identifying priorities .We hope that his project can add qualitatively to the development of political life in Jordan . I have a general

introduction then I have a presentation (Data show) to display the most prominent features of this project.

The decentralization project aims to broaden the base of influent popular participation in decision-making .The project is to be implemented through citizens in the provinces either by their direct running to the office of local or municipal councils or their contribution in choosing their representatives in these councils, in addition to enable the organizations of civil society and voluntary work to carry out their roles to accelerate development and raise the efficiency of the governorates communities . The new dimension in this project means the election of local councils within the limits of (12) local councils in the governorates of the Kingdom , These are elected councils, either directly with a number of members equals those of the local council, 30 members, 20 of them are elected directly and the other ten are appointed to represent previously elected representatives belong to various sectors in the community such as chambers of trade, women's unions, chambers of industry, youth centers, etc., In other words they are all elected, but there is direct election and indirect one .

Members` concentration on issues of development and management, reform and serving citizens does not mean a reduced role for the House of Representatives, rather it means to give a full-time to House of Representatives members in order to do their part in monitoring the

work of the governments and in the legislation of laws .This will free the Parliament from being busy and wrapped up in matters of local council concern and area of interests. We do know that the House plays an important role in the control, monitoring, and legislation, but sometimes it is preoccupied in playing roles in conveying service that consumes a lot of its time and effort. Now , this whole issue would be a function and responsibility of local councils and therefore , the House of Representatives will be devoted to tackle with the great nation's issues , and the project will contribute in enhancing the style and mechanisms of preparing budgets at the local level by giving local administrations in the provinces - the powers and greater responsibilities in the preparation of budgets and encouraging citizen to participate more actively in determining their priorities and needs . We used to see that budget allocated to a any province is determined at Amman ,Amman is the center, the center determines whether it would have been here a hospital or school, all of this is centered in Amman , but we really know as the Arab proverb says : " people of Mecca know best their rough valleys " – i.e. , people of the regions know best about their needs and priorities , They are who will choose, so the aim here is that the citizen is to be partner in this decision-making process and therefore , though the amounts assigned to this province will be determined by the Ministry of Finance, as it`s used to be , how to spend this amount will be determined by the intended new local councils . They are the other councils in the provinces who are going to say if they want to build a hospital this year, a school or a road or perhaps a school and a road and delayed the hospital for the next year. They only who will determine and judge about their priorities and know what is more urgent among these priorities. Also the new about this project that there will be a council to be established for the first time in the history of Jordanian administration called the:" Coordinating Council of Mayors ".This council includes all mayors in the provinces. They will meet and will be in touch with what's going on inside the local council , the local council



includes one or two members of the relevant municipal councils .Usually members belong to the large

municipalities in the provinces but we do not want to marginalize the small municipalities, so there will be a bridge of compromise between the heads of municipalities to create a consensus and a harmony among all the municipalities of the Kingdom .No greater municipality to domain over the other smaller ones . Large municipalities no longer will be prevailing on and capturing the whole administrative and political scene in the provinces.

Women quotas will be among other benefits of this project, and thanks here to the directives of His Majesty the King in supporting women and empowering them to be partners in decision-making and present and influent on the political scene in Jordan, So we can say that that Jordan offers a leading example in the case of women liberation and freedoms .Thus ,as a completion to this effort and pulling away from it –there is a proposal , and we discuss in the context of this project that there would be 20% of elected seats dedicated for women, in addition to any other seats obtained by their own efforts in the course of the direct election, This means that 4 seats out of 20 seats would be reserved for women and perhaps other women can win additional seats , We look beyond the merely increase in women`s number and percent ; our ambition goes further to strengthening the role of women and their participation in political life.

The Governor according to the project is the focal point between the governorate and the Centre; His current status will continue to be so, As the Governor who will head the Executive Board or council, thus he`ll be linked to the other Councils and will convey the views, opinions and aspirations of his governorate to the center, He will be a link, reflecting the wishes and aspirations of the province

What Is Intended By Decentralization?

In theory, what is required from the decentralization? What is meant by the theory of decentralization in administrative work? The concept of an decentralization is based on the delegating ,assignment, and re-distribution of powers, responsibilities and resources related with administration , developmental and service affairs between the government and the provinces, It means the transfer and assignment of powers by Government to Governorates and local elected bodies , and fostering the institutionalization of popular participation in identifying needs and priorities to enable citizens to participate decision-making and to develop plans for implementation, follow up , monitoring and evaluation and to develop mechanisms to consolidate the principles of transparency, accountability and justice, It means that these bodies is still a subject of the government control and supervision ,Really , this is the concept of decentralization, which applies in some European and other world countries , By the way , we can say that the Jordanian experience is almost a unique one in the Arab region . Jordan is , as it is well-known always , a pioneer in this demographic project.

#### The objective of decentralization:

Why do we need decentralization? What is the point of it? The point here is to promote citizen`s participation in decision-making for developing the democratic process , and this is an important point .We are to regard this project that it is as another gain for the process of political reform and the process of strengthening of democracy in Jordan, this is the

goal of the project, then we move to enhancing people's control on the performance of the municipal councils and the empowerment of local community members of the accountability of municipal councils and their staffs , the raise of economic and development efficiency in the provinces , and strengthen the role of development of the Governorates , the latter dimension is very important, His Majesty the King has referred to it on several occasions toward the change of the perception of the role of the governor as a security ruler into development

supervisor, The governor should be a pioneer in the process of economic development to spread its umbrella all over the country not restricting it only at the center or in some major cities . So we can say that among the objectives of this project is the distribution of development lists fairly to all provinces of the country, not to be confined to one side rather than the other, So it is the change of the governor perception and the view of its role precisely into another developmental and leading role , in addition to his other roles, Coping up with developments of administrative and movement from the current management to the case of other decentralized administrative in terms of decision-making .We need to begin making decisions in the governorates, and stop the reliance on the center : everything comes readily from the Centre and governorate have nothing to do but implementation. Citizen in the provinces is worth to master the process of decision-making and in management process in general, Raising the efficiency and effectiveness of local administration and municipalities in the provision of services is very important and helpful.

## Second Paper

### **A Critical reading of the decentralization project and Local development councils**

Hussein Abu Rumman

Researcher, and editor of the " - *Sejell*- Register" Journal .

Many of the articles contained in the draft of the project, involving disadvantages reflect the incompatibility of this project with the requirements of political reform, the matter which underscores the importance of wait before being forwarded to the National Council, to conduct a comprehensive review of it moving from just an administrative concept or proposal of establishing developmental Councils of governorates into an integral project toward the desired political reform.

Now let`s consider a number of articles of the draft law, to illustrate their shortcomings, and to propose what we are seeing more suited to the development of local governance in the Kingdom. Decentralization draft law project has drawn up the features of the local council, on the governorate level, and its composition in a manner that provokes the following observations:

#### **1 – Symmetry of the number of members of each local council:**

The decentralization project limited the number of members of the local council for each of the twelve provinces of 30 members. We do not see any wisdom in composing the local councils of the same number of members, and this is due to the great variation in population between the number of governorates in the Kingdom. The high membership of these councils would lead to the waste of resources, without justification, so the realistic solution is to have three levels of

representation; for an example the number of members of local councils in the provinces with small populations, to be 17 members; In the provinces, of medium-sized number of inhabitants, the members number could be 21; in the provinces with large number of population, it has to be 27 members.

## 2 - Lack of inclusiveness in the election of members of the Council:

Local council, according to the draft law project consists of thirty members twenty members are secretly and directly elected , while the Council of Ministers selects ten other members upon the recommendation of the Minister who bases on the recommendation of the governor and of those who are experienced in each governorate . This contradicts with section IV of the "Platform for Action" identified by the project itself, which stipulates that " to enable the Jordanian citizens to elect their representatives in local councils for the governorates and municipalities, in compliance with the concept of broadening the base of popular participation in decision-making and to achieve administrative decentralization, as well, this means that one third of the membership of the local councils will be appointed, which detracts from the principle of comprehensive representation, and gives the governmental administration an opportunity to intervene to circumvent the will of the voters.

## 3 - Dividing the governorate into electoral districts:

In Decentralization project governorate is divided into electoral districts or departments so that each department has one representative and more as may be determined by a regulation issued for this purpose. It is clear that there is a tendency to divide the governorates as much as possible to .

small circles such as the district /or the area and may be to smaller than that. The fragmentation of the governorates into small circles is a non-developmental status, because it favors the influence of family and tribes , and impede the involvement of the emergent parties in the service of local communities. Since the local council will be the reference of development on the governorate scale one developmental unit ; dealing with governorate as one electoral circle may be more appropriate and feasible from the perspective of the development process that need qualifications of experts produced by the whole governorate rather than the small administrative units

#### 4 -Adopting to the women's quota upon unfair system :

The project allocates guaranteed quota for women (quota) of four seats from the thirty seats proposed for each local council, in addition to what women can get of seats through direct competition with men`s candidates on the remaining 16 seats subject to election. If there is no required number of women candidates for seats on the quota, the project of law gives the authority to the Council of Ministers upon the recommendation of the Minister of the Interior to appoint a number of women equals the needed number. With regard to the method of calculating the winning women's seats for their quota, it was decided by the project to assign these seats for the women candidates who haven`t succeed in competitive run , particularly those women who acquire the highest rates of voters votes in the total electoral departments in the governorate . This is the way of calculating the winner seats adopted by the system of the Parliamentary election law , It`s a method which favors small electoral departments in terms of its voters of number , and the number of its departments. Therefore, the interest of the development process on the level of local councils, in case of not adopting the principle of " the relative list " , is to fill the women`s quota seats by the four winners women who acquire the highest votes in all the electoral departments. Or with minimal number of the seats if the dedicated seats for the electoral departments differ each from other " by dividing the higher proportion of votes" obtained

by the candidates women on the number of seats in the departments , then comparing the ratios and selecting the highest four of them to fill the quota seats.

## 5 - The Adoption Of Non-Developmental Electoral System :

It Should be noted that the decentralization project has not specified the electoral system in a whole , As it only states that who obtain the highest number of votes among the candidates- whether if they are men or women candidates- will win the 16 seats subject of election process , and this means that the system chosen was the majority system , and the majority system could be a "system of list "like the one applied in the parliamentary elections of the year 1989, or " the non-transferable one man – one vote system, " which is currently applied in the parliamentary and municipal elections. Despite this confusion, the spirit of the project is doubtlessly closer to the " one man – one vote " system currently applied .

### A - A Scenario For An Alternative Electoral System:

There is no electoral system which could be of the quality of " relative representation system " in terms of its fitness to the advancement of political development and its ability to guarantee the widest popular participation in developmental decision-making and its implementation. The urgent challenge is not confined to the mere election of representatives of the local community in the management of the development process, but it is how Those winners of the membership of local councils should be real representatives of the overwhelming majority of their fellow citizens, The matter which is not fulfilled by applying individual election system

### .Regarding the governorate as one electoral department :

The relative representation system of the local council of the governorate should be accompanied by the presence of a single electoral department where competition takes place . Given the nature of competition between the lists, each list is seeking to enhance its opportunity to win by including candidates who represent the various brigades, or administrative regions, or nominating candidates who reflect the diversity of social, ethnic and religious spectrum of society contents . So the list ensures the presence of diversity in terms of social and sectarian , and the representation of minorities on the list .

### Adoption of the concept of " political list " as the basis for the formation of the lists and running in the elections :

The election system, which we propose to adopt for the election of local developmental councils, will require to be put into practice that there will be active political parties, and even that political parties to be the backbone of political life, considering that this is not our case, so there is a need for transition forms , that benefit of proportional or relative representation, while providing realistic solutions to the problem of lists the formation , and this is what we call as "the political list ." The political list can be formed in the first instance of a party or a coalition of two parties or more, and can also be composed of independent citizens who don't belong to political parties .



## Third Paper

# **The Role Of Decentralization In The Economic Development**

By : Dr. Samer Rajoub:

### Definition:

States apply in the management of its affairs one of two administrative systems : the first is the central management system and the second is the decentralized management system. The centralization system depends on gathering decision-making powers in the hands of one central government in the state, represented by Ministers, without the participation of any other bodies. This means that the central government runs the country solely and independently and through staff with no decision-making power, but they derive their authority from the work of the central government or the center or the capital that was entrusted by the Constitution of these missions and functions . Economic centralization means the supervision of the central government on all economic activities, that it target according to a specific plan of action.

### Benefits:

A planning body or authority emerges from the decentralized system . This is also an authority which investigate about the truth of economic conditions and carries out comprehensive investigations about the available capabilities and about the ability of the country's economy to expand and grow .Then this body presents an extensive conclusion of results of its survey studies and investigation with presentation of the recommendations of the best alternative ways in the field of development policy. For the success of the decentralized

management with its various forms and levels , several conditions are to be met :

1. The political will at the center to abandon part of its authorities in favor of local administrative levels, that must be in their turn able to take up well and implement seriously and effectively these new responsibilities .

2. An appropriate balance between central authorities and local ones, the forces of expulsion from the center may threaten national unity, while the forces of attraction towards the center may lead to a strongly centralized system , so that the country will become a centralized state.

3. The sincere desire of the population - the wide background of the population - in the transformation toward local self-government that is a prerequisite for the success of decentralization . Theoretically , local governance should be built from the bottom to the top and not vice versa. This objective cannot be achieved without public participation. This means not only a free and direct elections at the local level, but there must be also a role in the administration to the nongovernmental organizations and local agencies . The central government should be willing to grant considerable autonomy to local authorities and at the same time it should provide necessary training and infrastructure for the local government to accomplish its tasks efficiently.

### Decentralization Relationship To Economic Development:

In developmental economic planning , Decentralization works to reduce significantly the concentration of the work force , production, resources and power at the center (capital of the state) where the central government is . In the sense that decentralization imposes a kind of spatial distribution of power and resources in Jordan. Decentralized

planning also improves the economic level of state and society and control in the field of solving problems and securing necessary needs of the regions or areas. As the direct contact of these officials with the local population enables them to have access to data, information and positive results and more accurate that help in the design and preparing real economic and development plans that are effective and influential.

(1). *Ghneim. Planning, p. 140.*

There is in Jordan, a government, represented by the Council of Ministers which is regarded as the executive authority and the supreme management in the Jordanian state. It is responsible for administering all state affairs, but in return it assigns powers or authorizes the discharge of some matters and national economic projects to local bodies as a way of a modern management in the organization process aims at managing the public institutions on commercial basis and free and release its management style of some of the routine procedures applied in the central administrative system and get it away from the Political influences and provide a degree of economic independence exercised at the level of specific regions of the state ; These are known as public institutions such as : the Royal Scientific Society , the Foundation of electricity in Jordan, and the Foundation of telecommunications and other institutions.

(2). *AlJammal , p. 92.*

So , This type of decentralized administration carries a recognition of the personality of some government departments and public administrations . This is an expression of granting these public institutions a semi - independence and a right to have some degree of financial and administrative independence, which would result in the development and sustainability of Jordan's economic wheel.

Those who follow the activities of the development of global economic activities can see that the most developing countries have a dominance of a central administrative system to which often the

pattern of development emerging from the top is associated . If a will to change this style to convert its spring to downward , it is needed to have a shift from a centralized system into decentralized one to which is associated the pattern of development from the bottom.

(3). Ghneim. *The previous reference.* 155.

In fact it is that the shift from centralized to decentralized is not an easy process as many believe because of its consequences and what it requires of efforts in addition to its need to long period of time ; This can be achieved only in stages as this transition requires not only the reorganization of the overall structure of the state , But to re- consider each administrative unit and all governmental bodies and institutions at the national and regional levels . In addition to this ; this kind of transformation needs to design a system of institutional and spatial organizing relations between these units and these institutions and bodies, in a manner that ensure easy communicating and interaction between them. The decentralization in Jordan is exemplified through three types of local units:

1. Municipal and village councils. These councils are found and organized in

different cities and urban communities in the Kingdom and their affairs are regulated by Municipalities Law, which mainly stemmed from the Article (121) of the Constitution . This law provides that the Municipalities are civil institutions enjoy financial autonomy . They are established and canceled and its borders ,functions and powers are determined under the aforementioned law . Municipality Under this law have an independent personality and enjoys all the legal rights that enable it to judge and to raise legal claims , or delegate anyone it wishes to be authorized in the various judicial proceedings.

2. Regional and administrative units : The provinces or governorates to which the kingdom is divided for administrative purposes into 12 governorates by the law of administrative divisions in 1995. Each governorates encompasses one brigade or more and a number of districts and areas.

3. Boards of common services.

4. Boards of common services are established by a decision of the Minister of Municipal and Rural Affairs and the Environment at the Governor recommendation or the Head of the area . So , Development is dependant on natural resource management, it is important for each developmental plan in the decentralization to include careful design of the mechanism for managing natural resources locally, particularly water resources with their groundwater basins , surface sources and the springs, as well as agricultural resources, plant and pastoral and land use , and the investment of mineral resources . Development depends on having rights of local administration on these resources but that do not conflict with the general legislative and national governing principles to these resources. The second important element in the management of natural resources at the local level is the tools to resolve "conflicts" and differences over the management of resources between the different sources of demand , which is usually and currently a subject to the Central decision .

Despite the difficulties faced by Jordan at the economic level but it has been witnessing a significant economic motion during the last quarter of the year 2009 and continued for the first two months of the beginning of

the current year 2010, Department of Statistics of Jordan says that the Jordanian GDP has grown by 3% in the first half of this year compared with the same period last year.

The GDP growth in the second quarter increased by 2.8% on an annual basis, slowing from 3.2% in the first quarter of this year, with domestic demand affected by the global economic slowdown.

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## **The Forth Paper**

### **Decentralization And Its Applications**

By : Salman Al-Negrish

A researcher at the Parliamentary Budget Office in the Parliament .

On the "Decentralization"

Concepts of "decentralization" phenomenon and its political and administrative applications in modern states have varied and discussions became more controversial , to the extent that made it difficult to reach to a precise definition , however, a fact remains essential and fixed and we should start with and from it always : There is a great importance of "Decentralization " and its applications in the political and managerial aspects of contemporary state, It is an importance rapidly increasing and become more serious in developing countries, considering what is achieved by decentralization in those countries and especially due to impact of decentralization on vital functions necessary to the development process and to the whole national development.

The Essence Point Is In Application Or The Experience:

Successful decentralization should pass six tests, this play as primary determinant of success:

- Achieving of appropriate degree of popular participation in the local entities or councils.
- Isolation of the negative and harmful effects of the central bureaucracy that affects adversely decentralization, and may hinder its progressing.
- The sustainable development of local resources.
- The Coordination of relationships between local units and central units of the State.

- Enabling and developing human cadres, professionally efficient, to work in the local councils with a sense of public service.
- Developing of central authority care and back up to plans and projects of local units.

#### Partners In Governance And Management:

At least on theoretical conception level - we have three groups of partners, I. e who share in making decisions affecting systems of governance and management: \* A central government - \* the local administration - and \* A participant Citizen:

A Government aims at designing and follows up implementation of the public policy. Local administration seeks the efficient implementation of public policy. And citizens who look forward to participate in determining directions of public policy with observant eyes on the government implementation of the said policy at the same time.

#### From The Making To Taking Decision:

Public Policy science differentiate between two stages: Decision-Making and the stage of Decision Taking .In the latter stage the differences between governance systems and administrative systems

whether centralized or decentralized , emerge . Both systems agree in that the decision-making process allows involvement of many of the elements in all its stages ( realizing and Statement of the problem, gathering information, identifying alternatives, choosing the best option ...) but they differ in the final stage, I . e : Decision Taking, if the higher organizational levels tend to monopolize decision-making or the refrain from taking these decisions ,so we are in front of the compound concept of : (Concentration - Deconcentration) This concept is linked to hierarchical construction in the organizational process (which does not concern us in this article) .But , if the decision-making centers, are geographically spread , as the same it would be for the refrain of taking



the decision , then we are in front of the concept of " centralization and decentralization, The matter we are dealing with here.

Decentralization Of The Management And Centralized Rule Or Governance:

There are significant differences between decentralization of government (Local Government ), and the decentralization of administration ( Local Administration), the most important of these differences is that the first requires a transfer of authority (Devolution), while only the second content itself with the merely (Delegation). Usually Constitution and a broad spectrum of laws regulate and organize the decentralization of governance, while decentralized management (local administration) does not need these. Although there is a difference between decentralized governance and the decentralization of management, there are more relations and correlations between them than the differences. Perhaps this is

one of the reasons for the sharp differences and contradictions between specialists, and political rivals, on these concepts.

What do we want?!

Having resolved the debate in Jordan towards administrative decentralization and having adopted "Governorate " as a starting point, at least at this stage, we can be confirmed of the direction toward the decentralization if we regard the following development :

A ministerial committee to work on decentralization project has been formed , headed by the Minister of Interior (began its work 7 / May 2009),It completed the first draft of laws related to decentralization in 9/11/2009, It was disclosed that this Committee intends to carry out tasks and activities , namely that it had almost completed the semi - final formula of local law of governorate councils , The intention to set out a new law to the municipalities, in addition to determine the administrative vision of management of the project. So they can be converted to the House immediately after the government approved - A

statement by Minister of the Interior 21/10/2009 (The fifteenth House of Representatives was dissolved on the 24th /11/2009 under the will of the royal decree and followed by a royal order or instruction to hold early elections. So we are

more and more optimistic in this case , Another event had added to this wave of optimism in official tendency toward expanding participation, which is considered the keystone of the system of local administration : That is a declaration of the Prime Minister about dedicating 20% of elected seats for women, and about renaming the provincial council as

" Local Council " instead of the "Consultative Council " .This process of renaming councils carries the dimension of the adoption of election and the exclusion of "appointment" .There will be three boards : "a local , executive and municipal councils ," their roles will integrate in order to achieve the main objective of the project , that is the promotion of citizen participation in determining priorities .., "and that the project" Decentralization, "falls within the political reform efforts .. . And toward the fair distribution of development returns among citizens on the whole Kingdom level.. "The Head of the Committee, Minister of Interior, has excluded the idea of achieving the project of "Decentralization " without democracy" which allows the citizens to choose their representatives in the provincial council and stressed the citizen`s need to touch the fruits of decentralization and to play a role in making decision, the expansion of popular participation, deepening the concepts of political pluralism and democracy, and to achieve the desired administrative reforms. "

## The Fifth Paper

### Summary of the training paper

Identifying development needs and the ability to order priorities in the context of administrative decentralization :

Prepared by: D. Samer abdalmahde

Successful administration is capable of exploiting all product elements to meet the needs of society as a whole and to improve the lives of individuals through the transforming limited unorganized resources into beneficial projects . So decentralized management is associated with the group ; It is called on the group rather than the individual .There is a need for specifying a goal or goals to be worked on in order to achieve them .Decentralized management is not just to conduct business by the administrative or decision-maker or the center, but in making others participants and implementing for this process ; correct information should be provided for the success of the process of decision-making and an efficient communication system to deliver timely correct data to those in need should be exist , in addition to the existence of internal and external oversight and monitoring to ensure implementation of decisions and to correct deviations and errors, if any .

Decentralization of administration is linked to the local administration or even it is its other side , and there is no effective collective participation without division of labor and its distribution within the regions and governorates. Accordingly, the concept of local administration Requires :

Its distinguish from other terms that meet with it in the field of local affairs management of regions and provinces by the governing bodies and local administrations elected by the local population while keeping the supervision and control of central authority in the one state . This would give the region more freedom in the field of local administration

toward the local government which grants region or the specific area a local governance within the one State in the areas of administration

*(1) (Modern Management Concepts. Dr. Yasser Arabiyat. P. 19)*

Properties of local government :

1. Works within a geographically defined area and within the state or political entity governed by the laws, regulations and constitutions in place within such domain , designs a careful plan to ensure the implementation of the program, it is not based upon ad hoc policies or random selective ones , nor it is an application of imported templates without a careful honest study or with no regard to their fit to this or that community standards .

2. It ensures the presence of the local election or selection of local municipal councils or the local areas councils . There is no decentralized administration with no election and active voluntary participation .

3. It enjoys a high degree of financial independence, both in expenditures on the establishment of productive projects or expenditures on beneficial services to the community . Degree of efficiency of municipality such as Greater Amman one or municipalities in all its forms, whether greater municipalities or second-class municipalities is measured on the bases on the volume of services provided to citizens and society as a whole such as hygiene, roads , opening popular markets and car parks and pests and rodents fight before the establishment of productive projects to supplement its budget and to improve its finances and raise its budget and increase spending on beautifying the city cooperating with Governorate or Provincial or district councils . And before employing the existence of tourist attractions and investment of them by the attraction of tourists

and encouraging the introduction of internal and external capitals to this city or that in order to establish industrial projects that contribute to reducing unemployment and improve living standards of the community and raise the level of per capita income .

### Ways Of Application Of The Central Administration In Any Country

- \* Existence of a specific geographic area.
- \* the existence of the population in the selected region.
- \*the existence of a stable organization.
- \*The organization is vested with authority to carry out public activities.
- \* The organization has the ability to conclude contracts and litigation.
- \* Possibility of tax collection and estimation of the local budget.
- \* Existence of a local council represents the region's population.

(2) (Modern Management Concepts. Dr. Yasser Arabiyat. P. 21)

Decentralization is one of the key pillars in the process of improving the status of many areas in need for development, Developmental decentralization as a term indicates a specific area of land containing several elements .This is the main influential and influenced element by the process .So developmental decentralization is considered a key factor in promoting economic , administrative ,social, and political development and consequently its activation is a key factor in achieving balanced development.

### The most basic features of the local units in Jordan:

Local units vary in terms of population .There are sharply variations between the sizes of local units of the same type such as between municipalities and villages ; the reason is due to rapid increase in the

growth of populations of the greater cities , such as Amman, Zarqa and Irbid , which threaten the level of current services unless development policies and studies and programs to be implemented in order to prevent aggravation of the situation are to be carried out . This can be achieved only through the application of decentralized management and the participation of all in promoting and assisting the central government to support projects and decentralization in these cities as a priority and then distribute and apply this experience in different regions of the Kingdom to stop the process of decreasing number of the rural population by the cause of migration to cities as centers of attraction , particularly for the young population the phenomenon which may lead to evacuate the rural regions of their productive population gradually.

In Jordan, for example, the budget proposed for 2010 is different from previous budgets in that it will be the first time to begin the distribution of capital expenditures on the provinces as a preliminary step by the government in its march towards the implementation of the decentralized approach and to activate the role of governorates to identify their development needs. Each Ministry or government department should take into account for this year the demands of governorates form development projects when preparing the budget in line with the Government's intention to roll out the decentralized approach and to activate the role of governorates to identify their development needs.

*(Amman - Petra - Halla AlHadidi)*

### The Process Of Decision-Making And Its Implementation:

The decision-maker finds himself in a lot of business faced with choice of several options on the table before him, management resolution in the economic establishments is the final one to which the establishment management or local administration has taken . As the administrative decision has a direct impact on the enterprise or

collective local administration , so it should be paid all the attention by local administration in order to be a rational decision. Since local councils are governed by decentralized management , so there should be group participation in decision-making process and thus its taking ,Making the resolution is a state of mental disposition preceding the act , and in this context to says (Herbert Simon) : "That the decision-making is the heart Administration.

*(6). (Fundamentals of Management. Naeem apparent, p. 94)*

There is a difference between decision taking and decision making:

- It's Done by one person authorized to this responsibility.

-It is the final stage in the process of decision-making.

According to the party of decision-making it is :

- The process which is carried out by several relevant and concerned people.

- Like operating room prior to decision making.

Decision-making and its taking in the central administration is based on the : delegation , transfer and re-distribution of powers and responsibilities and resources related to administrative , developmental and matters relating to services of a local nature between the government and local elected bodies and promote the institutionalization of popular participation in identifying needs and ordering priorities to enable citizens to participate in making and decision-making and planning necessary for the implementation, then follow up and evaluation and establishing mechanisms for applying the principles of transparency, accountability and justice and to make these bodies and local departments subject to government monitoring departments (The central ones ).

### The Role Of The Governor According To Decentralization Proposed Law Project :

Governorate is headed by a governor appointed by the Council of Ministers upon the recommendation of the Minister of the Interior, provided that such appointment decision should be supported by a royal decree. Mayor`s or governor's services are terminated in the same way.

Governor in his province is the highest executive authority and heads all state employees in the governorate . Governor carries out tasks and authorities conferred upon him according to the legislations (Through compliance with laws and regulations in force in the state).

Among Governor`s tasks and missions in strengthening the role of local administration (decentralization) is the work to provide the appropriate environment to encourage investment in his province and to provide and develop the requirements of economic and social development and to take necessary measures to achieve that in coordination with relevant agencies and in cooperation with the institutions of civil society and private sector involvement and encouraging it , and to benefit of its achievements and contributions to development.

### Municipal Councils:

As for the municipal councils, each municipal council has a mayor who is also the head of the municipal council , and he is acting on behalf of the Board to sign contracts , tenders , borrowing , setting up projects , and expanding services in the municipality borders , and other business and functions in accordance with the laws and regulations in force ,and the representation of municipal council in meetings, conferences , seminars, and with the official authorities inside and to attend and participate in activities abroad . In addition to signing the official books , daily memoranda of the appointment and transfer of staff and dissemination of instructions and circulars to departments and sections spread in various areas within the municipality. And to carry out daily visits to various municipal facilities and to take looks at the functioning



of the works whether concerning productive projects or services ones or health and cleanliness, roads pavement and facilitating .

### Advantages And Disadvantages Of Decentralization:

Decentralization is a form of administrative organization, so it is also divided into several types, including:

political , administrative , and economic decentralization and , with regard to local administration, the decentralization is here the goal and the end. Most of decentralization definitions are focused about the transfer or delegation of authority from the center to the branches, and a part of the central authority's powers is transferred to the branches finally and permanently , delegation of authority is temporary and it is a subject to specified conditions, The writer identifies decentralization in local government as a management approach to govern the territory, where the central authority transfers some of its legislative, judicial and executive powers to the regions . Constitution (the system) arranges the relationship between the State and Territory ; where State exercises its sovereignty on territory through reserving carrying out the basic functions of security preserve , law and justice , and defense.

### \* Advantages And Disadvantages Of Decentralization In Local Governance:

Decentralization of local administration has several advantages, including: the possibility of quick decision-making and problem-solving and the completion of transactions and shouldering responsibility, shortening the procedural steps of transaction, and evacuating high ranked managers in the upper levels and giving them full time for carrying out the important works , and to make better decisions by knowledge of local conditions, speed in response to changes in the surrounding environment and adapting with them , staff training and enriching their experiences and take advantage of their abilities , talents

, and developing them , to narrow the gap between managers who are in the upper and the lower levels, and helping to achieve equivalence in powers and responsibilities.

Among disadvantages of decentralization are : contradiction of decisions, duality of services and the increased costs, slow in transferring information as a result of poor communication both horizontally and vertically, the misuse of decentralization, and the invalidation of decentralization in the management of financial operations and control the relating spending .The excess use of decentralized may weaken central authority.

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**The Sixth Paper**  
**"Administrative Decentralization and the Citizenship in the  
Jordanian Community"**

**The Reciprocal Relationships between them**

Dr. Hussein Mahadin

First: The main concepts of the paper:

- 1- Meaning of decentralization: a legal approved system to distribute the administrative powers between the central government and the local elected administrative units in the governorates, which handle managing its local affairs in coordination with and under oversight of the central authority. These entities practice their powers based on the law, and replace the central authority based on the principle of replacement in the power. The reason is that the local administrative units receive their powers from the elections of the citizens of the local administrative unit since they are original authorities not empowered by the central authority within the decentralization system. Originally in the decentralization, it that the local administrative unit shall enjoy self independence in the administrative affairs only, but if such independence expands to include legislative issues, then it might be transferred into federal system where the state enjoys self independence in the three powers: the executive, legislative and judicial. However, the difference between the decentralization and federalism comes in the type of powers distributed between the

central and local authority, but not in the degree of such powers. On the other hand, decentralization is considered a kind of the modern state management picture, and no speech about democracy without it, especially knowing that it takes a geographical dimension, due to the differences, conditions, life demands and expanding the participation scope for the citizens (Abdul Aal, 2010).

**2- What is the concept of citizenship:** citizenship is a word that contains various concepts and definitions. In language, it is taken from the place of residence and protection.

Citizenship as a modern term, is an Arabic meaning of (Citizenship) which means (as stated by the British Encyclopedia): the relationship of the individual and state, as decided by the law of this state, including the exchanged relationship, duties, rights in this state.

**Citizenship from a national concept:** has a value such as loyalty, loving the homeland, serving the people honestly, cooperation and participation in the public affairs among the citizens.

**The international meaning of citizenship:** requires peace, human tolerance, respect of others' cultures, living with all people, cooperation with the organizations, groups and individuals in every vital field such as food, security, education, work and health.

**The administrative decentralization:** assumes re-distributing the power, responsibility and the necessary fund to provide public services among various levels of governance. This is represented in

moving the task of planning and managing the funding of public services, from the central government to the local ones. There are three main shapes to achieve decentralization:

**a) The Deconcentration:** The weakest form of decentralization, in most cases is used in the unitary countries, based on the re-distribution of the power and decision making and the financial and administrative responsibility in participation among various national government levels. The statement of transferring the power of the central government in the center (the capital) might be given to the official staffs who work in the regions and districts, or by establishing a strong civil administration or a capable one, under the supervision of the central government.

**b) Delegation:** a more comprehensive form of the organization process. This shape is based on transferring the responsibility of decision from the central government and from units that enjoy a semi-self governance, which is not fully controlled by the central government, but these bodies are still responsible before the central government.

**c) Devolution:** a kind of the decentralization. When the tasks of the governments are transferred, the power of decision making, funding and management are moved to semi-independent units of the local government from the center. However, devolution is the process of transferring the responsibilities for the local government that chooses its staff and elected councils, raise its revenues, with an independent power to take the investment decision. On the other hand, in a

decentralized system, the local governments enjoy clear and legal geographical borders in terms of practicing its powers and create public jobs. Devolution is the decentralization that is always required in most cases of the political decentralization.

**\* Most Economic Advantages of the Decentralization**

- Creating local development projects that bear the specialty of each administrative organization based on the relative competitive advantages of each region.
- Operating the local companies more effectively, and attract other companies that benefit from the tax exemption that is supposed to be applied in order to attract investors, not to forget the cheap or low cost of manpower, and establishing the infrastructures for the companies and workshops in the governorates, compared with those existing in the capital.
- Creating job opportunities on the local level, since the incomes of many of the immigrant labors who come to the capital and large cities exhaust their income through basic expenditures such as housing rents, transportation and the high living cost in the cities compared with other governorates.
- These opportunities encourage decreasing the local taxes resulting in an increase in the purchasing power and thus an increase in the consumption, through proposing encouraging and motivating laws that attract investment, especially when starting to apply decentralization.

- This increase encourage investment in rural regions, and keep the labors in their farms of their gardens that are relatively near the places of their work in the governorates, and accordingly, this production will improve the economics of the family/nation from one side, and preserve high percentage of the planted lands, not to forget fighting land dissertation and the accompanying immigrations.

- This also leads to the development of these regions and thus make a re-balance on the national level, especially knowing that the central governments are demanded to establish speedy development plans in the governorates to bridge the gap between the growth and development of the governorates, compared with the capital or large cities. As a result, the efficiency of decentralization would become more and more influential in the development process, when knowing that the residents of the governorates, when cooperate with the experts and professions are the ones who will plan and put the priorities in a real and based on the field observations, supported by the decision makers who are elected from the residents of each region.

- Finally, they contribute in creating a real economic dynamic, which is the objective of each economy and local developing community, on the level of all governorates of the country.

## **2- Citizenship and Decentralization by the Jordanian Maturity**

Does the political desire exist to ripen decentralization on the level of the Jordanian community? The answer would be firmly (Yes)>

- It was first confirmed by His Majesty the King on 19/2/2002 when He gave His instructions to empower the governors in their governorates with the powers of the local development tasks.
- Reviewing the Speech of His Majesty in opening the second term of the Parliament Council, His Majesty King Abdulla II stated:" the participation in the decision making process and implementation, especially in the governorates, require thinking of the methodology of the local administration, tending to decentralization, which insure speed and efficient implementation".
- Moving to the contents of the Higher Assignment Letter to H.E. Samir Rifa'i (the Prime Minister) on 18/12/2009, His Majesty King Abdulla II said: " On the mean time, we are awaiting your decision regarding the means to implement the decentralization project, in order to achieve a qualitative excellence in the mechanisms of decision making and insure the highest degrees of popular participation in making the national policies" (Al-Adwan, 2010).

### **3- Decentralization and Elections**

Accordingly, and from the perspective of social development, it could be said that the summit of decentralization is embodied with the issuance of its organizational law that is expected to be issued in Jordan, and in this case, these new formula will be accompanied by complementary behaviors on both the social and cultural levels, which define the shapes and depth of live interactions either successfully or by



failure, and regardless whether this occurs in the Badia, rural areas or city, as sub- cultures within the larger Jordanian community.

In this context, it is worth to provide attention that the pre-preparation towards decentralization can not be straight without working to prepare the pre- conscious and popular behavior towards the benefits and uses of being opened on the cultures and traditions of other types of our culture.

In addition, it is necessary to confirm that decentralization is not a deaf administrative decision, or a place to plant the roots about the nature and awareness of the geographical and populations in each region within the largest identity, starting from the need to know the habits and natures, social/cultural traditions that distinguish each Jordanian region, as well as the good knowledge of the importance and quality of the natural and human resources that exist in such regions, considering the competitive and investment resources.

Moreover, making use of the resources is affected by the preferences of the comers and residents of each region, in terms of choosing addresses and types of common interaction between the service providers and investors, or the size of interaction opportunities among them. Accordingly, these varied changes will be affected by decentralization (either the one coming to the regions or which exported from them), and thus will effect the daily life of the residents in terms of their habits and traditions, not to forget that it will bring qualitative culture among the governorates and the capital. The result of the status will ripen new experiences and attitudes later, that are based on the need to master

work, management and dealing with these new resources, as well as making population movements expressing about a new event that happened in the peoples' lives, which require the distribution of the gains of development.

These facts are also required by medial prior and with the issuance of the decentralization law, in terms of planning and putting the methodologies of management, partnerships with the local leaderships in planning the planning implementation of the development process .. etc., which represent a pre- requisite for the success of the procedural steps to accept and achieve the success of interaction with the decentralization, and in applying the social plans from one perspective, and starting from now to make the initial preparations to build new and rich partnerships with individuals and local organizations- the national ones, and within any organized region that is expected to be included within the law.

There is not doubt that the concept of decentralization stems from the womb of the national experiences that resulted from respect of the law, and thus to work based on its daily requirements and practices, stating that all are equal before the law as citizens, which means a clear shrink in the effect of the basic relations/ the effect of relatives and tribes, north, south, or even the local relationships that demand for advantages for the residents of the local community, with forms that are not based on competition in the skills of the sons of such local communities, compared with the ones from various parts of the country, either in the

public sector on employment or in the private companies outside the capital in general.

Moreover, this legal understanding of the decentralization will represent an official outside of the contexts, which the easier and more comprehensive in deciding the equal relations between the residents of the regions and the citizens in the country, regardless of their origins and roots as Jordanian citizens.

I believe that the supposed difficult challenge of the success in coping with the outputs is the provision of internal control tools/ traditions and habits, and the degree of attitude and production in working towards linking them with the nature and the preferences and characteristics of the residents of the regions and/ or the states of decentralization as stated. In addition, it is necessary to handle the social control issues on the Jordanian level and the legal, civil and tribal issues. It is supposed to define the most and strongest features of the social awareness about the importance of law domination, in consistency with implementing procedures and transferable budgets, with well-studies phases, towards reaching the full transfer to the targeted decentralization system.

### **The Centralization of Media, Societal Media as A Supporting Development Need:**

Media means are considered the forth authority, which conveys ideas, development projects and various advertisements. How would the case be in terms of the decentralization project in a country with citizens from various origins, roots and sometimes interests? Work can not be

procedurally straight, as we still have the reliance on promoting such legal, administrative and development move in a more comprehensive form depending on the central media in the capital, despite the fact that this is the truth, but we have to being work to create various media spots prior and during to announcing this qualitative project. Therefore, it is necessary to say that the seeds of there medial means took the shape of emerging by the societal and local media in some governorates instead of applying the news or prevailing political media, as they drew the public opinion represented in : the politicians, investors and development planners stating that governorates can contribute effectively in increasing the development percentages starting form the competitive human resources by minimizing the unemployment percentages, passing through the best investment in the natural resources and the more comprehensive issues. Accordingly, it was noted that the residents of the governorates began to follow up these societal media and trend to advertisements and media through them, showing their needs for labors and marketing services, not to forget the electoral issues for those who are nominated in the next parliament elections. Concern in the societal media has taken place for almost two years, through:

- 1- Societal Radio Stations:** Kerak radio station, Irbid radio station, Al-Balad radio, with attempts to establish a radio station in the Ghors region and other parts of the Kingdom.
- 2- Websites:** Nayrous Goddes, which is concerned with the news of Kerak governorate. Zarka Nayrouz, that handles the issues of

Zarka. Ma'an Nayrouz; Ajloun, Balqa Nayrouz, which are concerned with the new of each governorates according to its name (Al-Azaydeh, 2010).

### **3- Local Advertisement Newspapers:**

- **Al-Waseet Newspaper**, the version of the southern regions and others.
- **Carlo Newspaper**- Kerak "advertisement newspaper".

#### **\* Comments and Discussions**

Discussions focused on the relationship between decentralization and the parliamentary elections, the specialty of each of them, and whether decentralization will minimize the number of service PM under the exceptional laws that were not presents on the service PMs. In addition, the participants enquired about the existence of decentralization and the possibility to minimize the powers of some PMs, the quota that some participants considered an advantage, especially knowing that all citizens are equal before the law. In addition, they confirmed the need to create varied representation in Jordan, and conduct more discussion to ripen the issue of decentralization and the obstacles that hinder application thereof, as well as the need to enhance the debate about applying the decentralization project in Jordan.

Some participants demanded that Al-Badeel Center shall invite a number of popular characters from various place to discuss this important topic. On the other hand, other participants stated that the local councils might be similar to the former consultation council.

Some other participants asked the government to issue the decentralization project through a temporary law draft, where the current election law was issued on parts, and thus the MP Council will as special blocks, especially after talking about sub-circles. Other participants enquired about the influence of decentralization with the change of governments, and whether decentralization has been late, mainly after the privatization process

## General Recommendations

- **The** participants asked that Al-Badeel Center shall invite a number of popular characters from various place to discuss this important topic.
- Some participants asked the government to issue the decentralization project through a temporary law draft, but not the same as the current election law, that was issued and made parts of the parts, and thus the PMs will not be for the nation, especially after talking about branch circles.
- Some participants considered that the decentralization project needs more guiding and awareness courses regarding the concept of the project, its nature and the powers given to the local councils in the municipalities.
- The participants confirmed that the decentralization project is considered one of the main principles to promote the current situation for various regions that need development, and thus there might be some resistance by those who are benefiting from keeping the decisions centrally.
- The need to develop and improve the human cadres, since the governments alone can not achieve decentralization without the good governing administration, which required the participation of the state and community, youth and women when applying decentralization with a resistance against the administrative slouch.

- The need to study experiences similar to Jordan in terms of the economic resources, in case of applying the decentralization project.
- The importance of deciding the role of the governor, with a focus on his developmental role in this project as well as enhancing the role of municipalities, not to forget the significance of accountability transparency and deciding the powers.