



Hashemite Kingdom of Jordan Jordan National Urban Policy

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The United Nations Human Settlements Programme (UN-Habitat) is the United Nations agency for human settlements. It is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all.

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*His Majesty
King Abdullah II Ibn Al Hussein*

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FORWARD

In the name of Allah the most Merciful

We live in times of much intertwinement, complexity, and interrelated connections, which necessitates us to have a proactive approach to planning that is based on clear envisagement as well as practical and reasonable responses to exceptional events and circumstances.

Therefore, at the Ministry of Local Administration, we translate Royal directives into action plans, bundled with programs, projects, and initiatives that are within our local capacities or through international support, such as in partnership and collaboration with international organizations.

However, dealing with the urban environment and all its components and elements, without oppression or prejudice and without exclusive, immediate, and short-sited benefits, is a national challenge. Accordingly, we are putting all of our energy into establishing the necessary legislative, administrative, and technical frameworks.

It is in this spirit and context that we have partnered with the United Nations Human Settlements Program (UN-Habitat) in the preparation of the Jordan's National Urban Policy, which establishes "a coherent set of decisions through a deliberate government-led process of coordinating and rallying various actors towards a common vision and goal that will promote more transformative, productive, inclusive, and resilient urban development for the long term".

The National Urban Policy is an instrument and the means of directing decision-makers towards the most critical issues, through integrated and flexible urban systems that ensure equitable distribution of development gains for all, while also engaging people. This is done within the highest level of response, empowering communities, creating benefits, bridging gaps, as well as bringing partners together across frequently conflicting roles, areas of jurisdiction, and powers.

We look forward to adopting the Jordan National Urban Policy at the highest level, and for it to become the compass that directs all our plans towards concepts of sustainability, good governance, maximizing benefits of land resources, managing the environment at the highest standards of people-centric places, as well as reducing the effects of climate change and of economic, social and political challenges.

This policy is our bridge to sound, consensual urban planning. It enables us to overcome arbitrary action, working in sectoral silos, and individual reactions, which have left us with the chronic urban problems we are currently facing now and will continue to unless we urgently adopt and implement the Jordan National Urban Policy with full commitment, sincerity, and belonging to the place and the people.

The Deputy Prime Minister and Minister of Local Administration

Tawfiq Mahmoud Kreishan



EXECUTIVE SUMMARY

“Managing the scale and pace of ‘urbanization’ is the key challenge of the next century.”*

While the scale, form, and location of urbanization poses enormous challenges, it also provides significant economic, social, and environmental opportunities. This is particularly true for Jordan and at this moment.

Jordan has experienced enormous population growth over a relatively short period of time. The response has generally been reactive, crisis driven, and focused on Amman.

The intent of the Jordan National Urban Policy (JNUP) is to be proactive. Clearly, it is not enough to keep the door open to immigrants, refugees, and visitors, and then struggle to provide basic services as a response to growth. Urbanization cannot be seen as a cost or burden. It has to be viewed as an opportunity to improve the economy, act on climate change, provide better services, and improve the quality of life for everyone.

To do this, urbanization has to happen in appropriate places and in the right form, with the right support.

In Jordan, it is understood that growth cannot continue to be concentrated in a few large cities. It can, and should, also happen in villages, towns, and smaller cities, as well as in urban centers, suburban areas, fringe sites, and even in appropriate greenfield locations.

The vision that has been established for urbanization in Jordan is: Integrated and resilient urban systems that guarantee equitable distribution of development gains for all.

The vision implies:

- **That growth areas are identified in advance and connected** through public infrastructure to the host town, city, municipality, governorate, as well as to each other and across all of Jordan.
- **That resilience comes from people and place.** It is built into the idea of a community or neighborhood working together, people helping each other and meeting basic needs locally. It affects public infrastructure and the distribution of services, as well as, the form and intensity of development. Resilience is tied to the qualities of safe, walkable and lively neighborhoods that are able to function and prosper, even through periods of crises.
- **That the way to work toward both resilience and equity is to involve the local community in an open and transparent process.** Existing residents and newcomers should have an opportunity to determine how to grow, to best use local skills, to develop local capacity and respect local knowledge. Community engagement is about deciding what to do, and then doing it. So, the benefits of growth are extensive, widely felt and ongoing.

* Gibson MA and Gurmu E, (2012). “Rural to Urban Migration Is an Unforeseen Impact of Development Intervention in Ethiopia”

The National Urban Policy is based on the following set of guiding principles. These principles establish values, an attitude, and an approach that should inform each objective, policy, and action.

- **Participatory:** Includes broad local engagement of people.
- **Long View and Immediate Impact:** Think ahead and act now.
- **Action-Oriented:** Just do it and learn by doing.
- **Efficient:** Make the most effective use of existing resources.
- **Respects and Promotes Human Rights:** Urbanization can only be a force for positive transformation if it respects and promotes human rights.** No discrimination. No distinction. No one left behind.
- **Resilient:** Able to adapt and flourish even through unforeseen circumstances.
- **Subsidiarity:** Empower the most local level of government.
- **Cross-Cutting:** Act strategically to include everyone and affect everything.

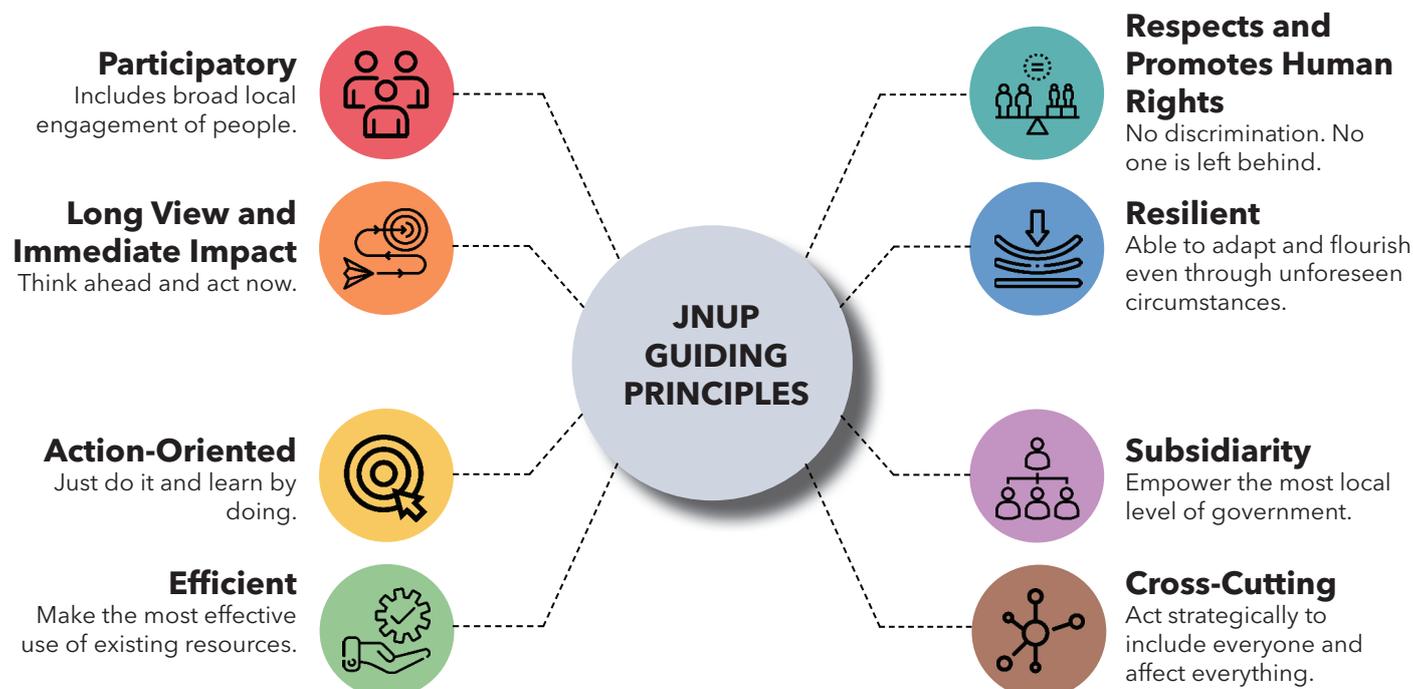


Figure 1 JNUP Principles.

** <https://www.ohchr.org/en/land/urbanization-and-human-rights>

Through careful consideration of the challenges and opportunities associated with urbanization in Jordan, as well as extensive discussions and the review of background documents such as the New Urban Agenda, Green Growth National Action Plans, Diagnostic Report, Thematic Guides, Jordan Vision 2025, sectoral plans, and others, six thematic areas, representing policy areas, and 24 policies have been identified:



1. Environment and Water Management

Grow and build sustainably with and around natural and cultural resources, which are the real and unique national assets that must form the pillars for economic development and prosperity. Protecting, enhancing, and investing in these assets is a top national interest and priority.



2. Economy and Prosperity

Use urbanization as an opportunity to create more employment and build a more vibrant, inclusive, and green economy.



3. Form of Development

Create smart, compact, self-reliant, and diverse 24hr neighborhoods around people, transit, green infrastructure, as well as natural and cultural assets.



4. Livability-Quality of Life

Establish infrastructure, programs, education and health institutions, and community gathering places that are active, open, inclusive, resilient, and leave no one behind.



5. Mobility and Connectivity

Develop and build sustainable transportation and internet infrastructure focused on people and improving accessibility for everyone as the key to thriving communities and building human capital.



6. Governance and Management

Establish clear and simple roles, responsibilities, jurisdictions, capacity, and authority for all levels of government to manage urban growth, develop infrastructure, create professional, educational and research institutions, as well as prepare and implement neighborhood plans.

These objectives and policies, as well as the initiatives that emerge from them, are intended to determine, influence, and regulate where development happens, the form it takes, and how it touches the lives of even the most vulnerable population. They also collectively work toward more resilient, vibrant, and inclusive communities.

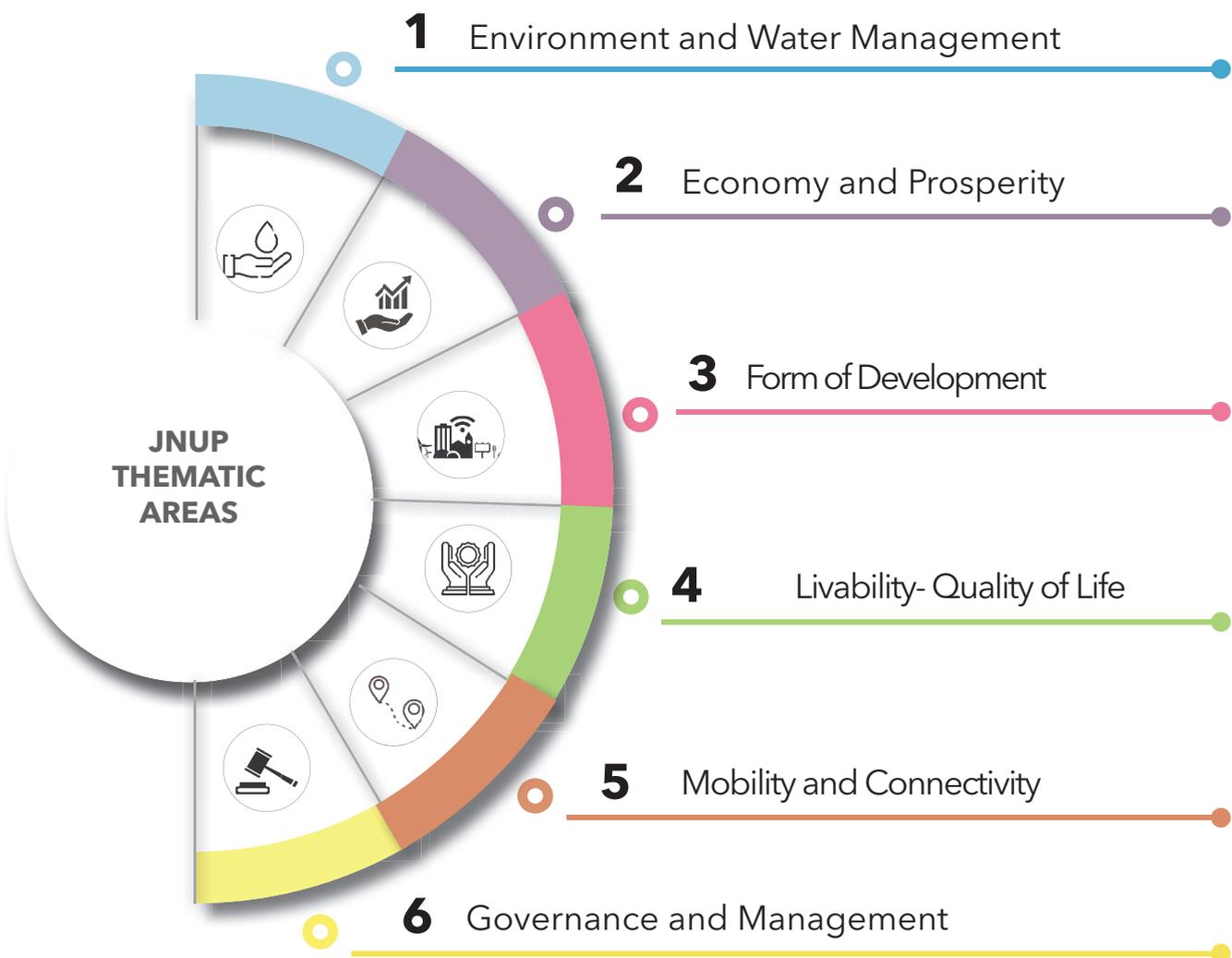


Figure 2 JNUP Thematic Areas.

There are three important ideas that emerge from the JNUP. Taken together they suggest a new, more coordinated, and proactive approach to urbanization and reveal how the JNUP can be implemented.

- **The NUP provides the framework, attitude, approach, and impetus for growth to happen throughout Jordan.** Cities, municipalities, and governorates should all be enabled to become better places while supporting a more vibrant economy and quality of life. The NUP needs to be proactive in responding not only to growth, but also to the most pressing global issues of this moment, including climate change, the digital revolution, social and economic equity, and local self-reliance.
- **Urbanizing areas should be connected by and feed into a network of services and infrastructure that links people (including youth, women, elderly, and poor across Jordan)** to jobs, recreation, health, education, and other services, as well as significant natural, historic, and cultural assets.
- **Urbanization is important across all National Ministries, in every governorate, in every municipality, and locally. It holds great promise that requires connected change and action at every level.** While responsibility for urbanization around neighborhood plans (20 minutes) maybe a local mandate, it relies on an “all of government” approach that is cross-sectoral.

There is a pressing need to act immediately. Change is happening every day. Opportunities are being lost. Money is being spent to reactively and routinely respond to each new crisis, while we wait for the next wave of urbanization, storm, or virus to strike and demand our full attention at an enormous new cost.

The national government needs to immediately take the leading role in approving the policy, establishing and empowering a National Urban Commission, and launching a national campaign to explain, inform, and raise awareness of what urbanization can mean. It's also important to establish planning, rooted in community participation, as the primary instrument for long-term implementation of the JNUP.

The implementation of the JNUP will initially establish a platform or base to ensure that all plans, public infrastructure and programs, public and private sector development projects, as well as every building standard throughout the country is aligned and consistent with the intent, approach, and substance of the JNUP.

The platform provides broad public awareness of the policy. It establishes a National Urban Commission to oversee the on-going implementation and updating of the policy. A series of proactive, cross-sectoral, and community-based projects are focused on advancing neighborhood plans, agriculture, tourism, and public transit acupuncture projects. The projects serve as venues for development of an organizational structure, the process, approach, tools, capacity, standards and the model for community-based planning. Together, they establish the platform for the on-going implementation of the JNUP.

Once the platform is established, this implementation will happen every day in every jurisdiction, across all levels of government. Each plan, project, or program, whether public, private, or as part of a partnership, is expected to address, and will be held accountable to advance the objectives and policies of the JNUP.

This on-going implementation will generally happen in three ways:

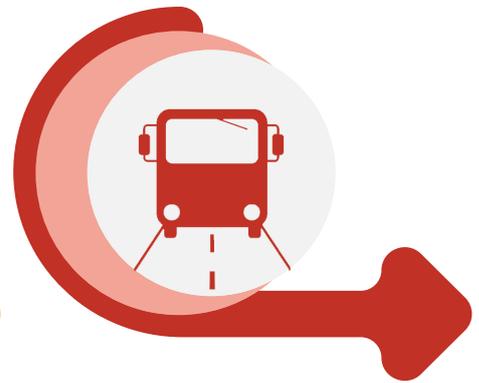
- The government will commit to directly invest in and promote private sector involvement in three big moves:
 - Mandate Neighborhood Plans
 - Develop Agriculture and Tourism
 - Build Public Transit



Mandate for neighborhood plans



Develop agriculture and tourism



Build public transit

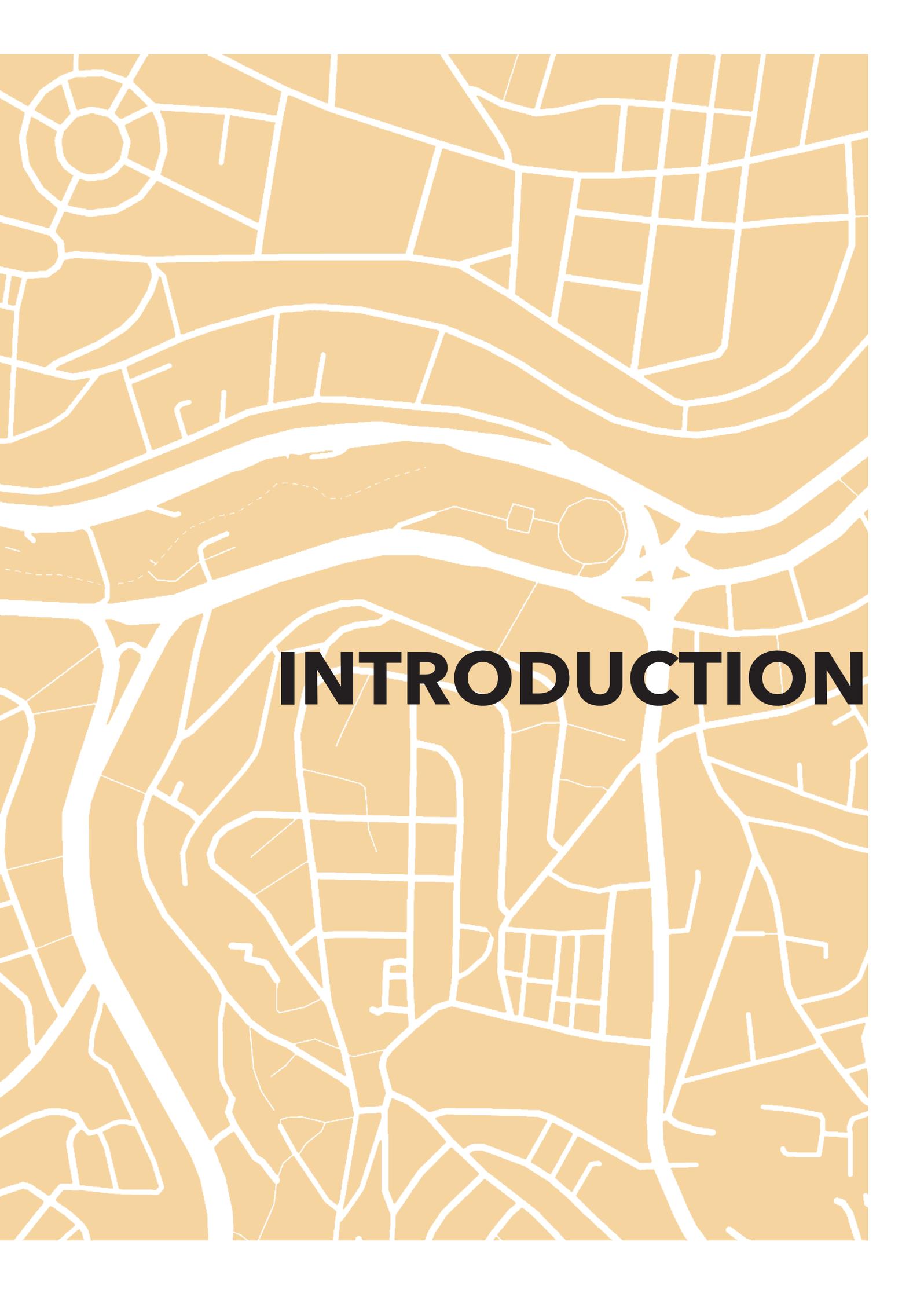
- Governments at all levels will collaborate in funding and getting private sector/community support for investment, development, and building of public infrastructure- both hard and social.
- Projects (private, public, and partnerships), from the conceptual development stage to site planning and from design development to construction, are open to the community as well as reviewed and approved by the appropriate authority to ensure compliance with the JNUP.

The JNUP marks an important moment in Jordan's history and for Jordan's future. It is clear that Jordan needs to change. It cannot continue to grow as it has over the last century. This is not sustainable, equitable, environmentally responsible, or economically viable.

The JNUP aligns with the recommendations of the Economic Modernization Vision, the Public Administration Modernization Road-map, and the Royal Committee Document for Political System Modernization.

The JNUP describes the change that needs to happen now. It is both ambitious and practical; based on Jordan's unique and spectacular assets and focused on moving forward in a collaborative and creative way towards a future that brings "equitable distribution of development gains for all".





INTRODUCTION

1. INTRODUCTION

As we celebrate the centenary of the founding of Jordan, it's worthwhile to reflect on our past, and present, to take stock of where we are today and to look forward to where we want to be as a nation.

There are challenges to overcome, but also great opportunities to build on. Great nations understand and protect their assets, face their challenges, and realize the potential of their human and natural resources. Prosperous nations positively welcome growth and recognize that it may be an impossible force to stop.

Urbanization is like the waves of an ocean. Each wave holds enormous energy that can be harnessed and harvested, and may even be ridden and enjoyed, while it moves us forward. Without a strategy, however, waves can be difficult to deal with, and may even become destructive. Finally, we only consume energy and resources in reacting to stop or even protect ourselves from an endless and inevitable tide.

Jordan's National Urban Policy is about how we harness urbanization to collectively move forward to the future that we want.

Today's turbulent waves of growth and change provide the impetus and means for us to imagine, define, and begin to build the cities and neighborhoods of tomorrow.

Jordan is a country of approximately 11 million inhabitants. It has experienced rapid population growth due to a high fertility rate and the influx of refugees. About 75% of the population live in three governorates: Amman (4.5 million), Irbid (2 million), and Zarqa (1.5 million).*

There is a national interest in harnessing the power and potential of current and upcoming

* Jordan Statistical Yearbook 2020, Department of Statistics

waves of urban growth to celebrate and build on Jordan's extraordinary human, natural, historic, and cultural assets, which are the real and unique national assets that must form the pillars for economic development and prosperity. Protecting, enhancing, and investing in these assets is a priority that defines the national interest.

Supporting national efforts, the Jordan National Urban Policy is aligned with the recommendations of the Economic Modernization Vision, the Public Administration Modernization Road-map, and the Royal Committee Document for Political System Modernization.

The intention of the National Urban Policy is to establish broad national policies aimed at creating cities (of neighborhoods) that are environmentally sustainable, economically prosperous, socially inclusive, respects and promotes human rights, resilient, and well-connected. Such places promise, support, and invest in a good quality of life (health, education, housing, and transit) and values that attract and retain new residents and tourists, while creating new jobs, fueling entrepreneurship, creativity, and community action.

Jordan's National Urban Policy (JNUP) is proactive and the National Government's role is not just to identify what needs to be done (the policies), but through specific initiatives to:

- Authorize, legislate, and empower different levels of government (agencies/institutions) to assume responsibility for planning, developing strategies, and controlling development.
- Develop base principles, standards, codes, and regulations to determine where growth happens and the form of development.
- Build local capacity and invest in infrastructure development.

1.1 ABOUT THE MOMENT

While the JNUP needs to reflect Jordan's deep history, unique geography, and the significant role it has played in world affairs, it also has to consider this moment and the current challenges and opportunities facing cities everywhere.

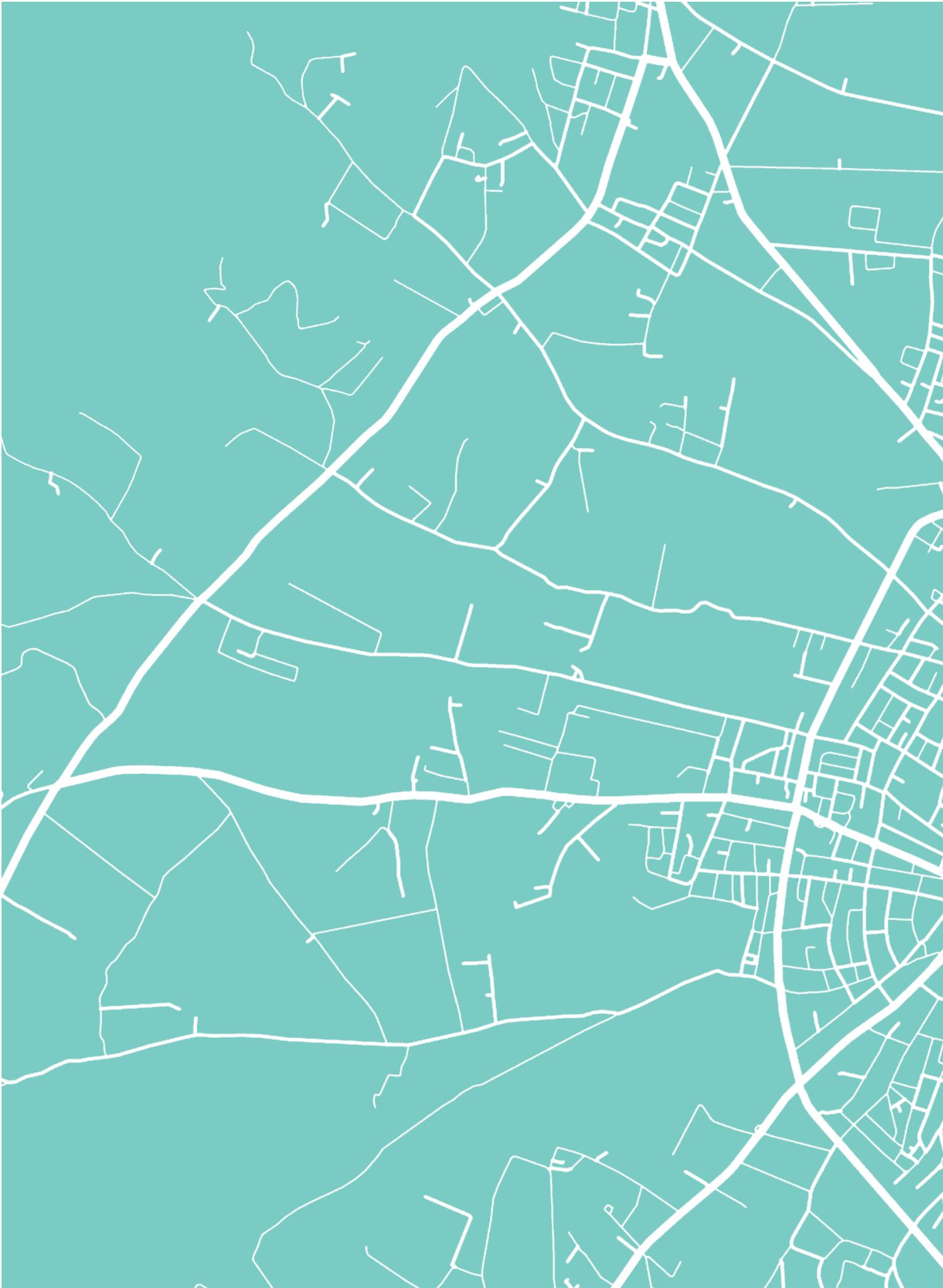
How Jordan plans to grow is not just driven by specific environmental, economic, social, form, or mobility challenges and opportunities that come from urban growth, but also by the most pressing global challenges and opportunities facing humanity at this moment. The urgent crises and possibilities of the moment include:

1. The need to deal with climate change—floods, drought, heat waves, fire, storm surges, and sea-level rise.
2. The need for community resilience and self-reliance, including health and food security.
3. Social equity and inclusion (such as with housing and participation).
4. The digital revolution which is changing the nature of work, affecting the relationship between work and home, mobility, and the delivery of services.
5. Intensification, low impact development, and public transit at a broad/national level as shapers of urban growth and the form of cities.
6. The growing role of the private sector as a partner in city growth.
7. Strengthened recognition of the importance of community engagement (local, cross-sectoral, and including women and youth).

These are clear indications that our approach to building cities has to change.



UN Habitat Workshop © Dead Sea (2019)



The background of the entire page is a teal color with a white street map pattern. The map shows a dense network of streets, with some major roads highlighted in a slightly thicker white line. The text is centered over this map.

OPPORTUNITIES AND CHALLENGES

2. OPPORTUNITIES AND CHALLENGES

Key challenges and opportunities associated with urbanization have been identified and explored in the Diagnostic Report completed in the previous phase of the JNUP, National Action Plans, and three thematic guides on housing, transportation, and local economic development. These opportunities and challenges serve as the basis for the formulation of the JNUP. They are briefly summarized in this chapter across six broad categories: Environment and Water, Economy and Prosperity, Form of Development, Quality of Life, Mobility and Connectivity, and Governance and Management.

Environment and Water

Jordan's deep history and geography defines what is unique about the country and nation. The significant roles Jordan has played from the dawn of human settlements to the present day is evident and visible in the land. It tells the story of civilization and the advancement of cities.

The country enjoys a rich natural and dramatic landscape, from seacoast to mountains, from plains to deserts, all within easy reach. It has fertile soil, unique vegetation and a moderate climate. Jordan enjoys sunny and dry weather with an average of 9 hours of sunshine per day, and exclusively dry months from May to October.* In Jordan, water is a precious natural resource that comes in substantial quantities in concentrated periods. Jordan has the potential to continue and advance its efforts to creatively manage, capture, and store water to prevent flash floods. There is also an established solar and wind energy sector with enormous future potential. Jordan diversified its energy mix, with renewable sources (solar and wind) powering 10.7% of total electricity production in 2018, which is expected to increase to 30% renewable by 2022.**

* Jordan Meteorological Department

** Energy Sector, Green Growth National Action Plan 2021-2025

At the same time, there are clear environmental challenges brought on by rapid and uncontrolled urbanization. Jordan has one of the lowest levels of water availability per capita in the world (145 cubic meters per capita per year with the absolute poverty threshold being 500 cubic Meters).*** Desertification, loss of agricultural lands due to uncontrolled growth, and the systematic fragmentation of land, pose significant environmental threats. There is a need to protect, and, in some instances such as Amman, to restore (daylight) natural drainage methods at wadis that have previously been built upon (both along the edges and within the wadis themselves). Development and building roadways on top of the natural streams affects the ecology (deforestation) and contributes to flash floods. Air pollution due to traffic, industry and inefficient building systems is also a pressing environmental problem.

Economy and Prosperity

Jordan's history, location, human capacity, level of education and commitment to green growth (see Green Growth Action Plans) are major drivers of the economy.

Jordan is politically stable and secure. It is multi-cultural, multi-faith, tolerant, and diverse. Jordan's strategic location is central to significant world destinations and international trade routes by air, land, and sea. It has a young, motivated, entrepreneurial, and well-educated population served by high-speed Internet in urban and most rural areas.

The country has many layers of natural and human history to showcase. Well-preserved antiquities range from ancient artifacts to whole cities. New business and visitors can be attracted to unique seasonal destinations, diverse landscapes, and a moderate climate.

*** UN Water, Department of Economic and Social Affairs, United Nations

There is enormous potential to activate much more local and international tourism throughout Jordan as a way to develop the economy and create more sustainable and self-reliant communities. Although its share in the national economy has diminished, agriculture still plays an important role in advancing other sectors such as transport, the food industry, and services. This is due to its fundamental role in providing backward links and intermediate products. Agricultural exports have grown almost 100% between 2013 and 2016.* The opportunity provided by urbanization is also to develop sustainable energy sources and build Jordan's new green infrastructure economy.

While using urban growth as an opportunity to build a robust and sustainable economy, the JNUP additionally has to address significant economic challenges currently affecting Jordan. The country has high unemployment and high poverty rates, even before the recent massive influx of Syrian refugees, which added pressure to the already strained economy, housing, health, and education sectors. 50% of Jordanians and 99% of Syrian refugees work in the informal economy.** This leads to compromised quality of work, substandard wages, poor working conditions, and exploitative practices such as child labor. Furthermore, access to jobs is another issue.

Jordan's economy is disproportionately centered in Amman which is home to 40% of the total population, 80% of the industry, 55% of the employment, and attracts 80% of foreign investment.*** Municipalities are typically underfunded and chronically indebted.****

* Jordan's foreign trade statistics indicate that The total value of agricultural exports increased during the period 2006-2013 from 451 million dinars to 892.8 million dinars, an increase of nearly 98%, National Agriculture Development Strategy 2016-2025, Ministry of Agriculture and Irrigation.

** 2015 Labour Market Study, International Labour Organization

*** As summarized in the Diagnostic Report based on information obtained from the Department of Statistics

**** The Informal Sector in Jordanian Economy (2013), UNDP.

While special economic and industrial zones may contribute, sometimes marginally, to the hosting municipalities. Those municipalities have to deal with the resulting truck traffic, pollution, and stress on other services.

Form of Development

Urbanization provides an opportunity for growth to happen across Jordan through development that builds around sensitive and environmentally-significant natural resources and is aligned with public infrastructure. It's an opportunity for new public and private development, or re development of existing areas, to be street-oriented, safe, walkable, and focused on creating self-reliant neighborhoods.

Jordan's natural assets provide a unique context in Metropolitan areas, smaller cities, and appropriate rural locations to create compact and walkable neighborhoods. There is an opportunity to effectively use, replace, or extend existing public infrastructure so it is green, smart, and people-centered. Planned (rather than ad hoc) urbanization provides an opportunity to rediscover and reinvent the traditional functions of neighborhood streets as open spaces, social places, marketplaces, and for the movement of people.

The form of development, its use, mass, bulk, height, and placement on a site can be determined by local conditions and performance standards. Those standards may be related to the inclusion of affordable housing, reforestation, solar access, creation of community and rooftop gardens, and creative storm drainage and water retention. There are also opportunities relating to officially integrating refugees in urban areas rather than building temporary refugee camps that drain resources and are likely to become permanent substandard towns. The policy can also be used as a template to develop and transform existing refugee camps into permanent settlements.

The opportunities outlined above are in stark contrast to the existing challenges. Rapid unplanned growth has consumed precious and fertile agricultural land, which accounts for less than 12% of the total land area, 3% of which can be cultivated due to fluctuating rainfall and urbanization.* Sprawling, low-density development has led to inefficient, costly, and degraded municipal services at an environmental and social cost. The built environment is automobile-centric, pedestrian-unfriendly, challenging for non-drivers, and very unsafe for children and the physically challenged. Mid-twentieth century style shopping malls, gated communities, and costly investments in roads, with few services, gathering spaces, or local businesses, have resulted in a poor-quality public realm, poor walkability, dysfunctional sidewalks, lack of green space and children's playgrounds, as well as a poor sense of place, identity, or community pride. All these qualities contribute to economic, social, and environmental dysfunction.

Finally, housing, which is a basic human need and the essential ingredient of every neighborhood, is not dealt with directly or is reduced to a feeble, inefficient, and mostly-failed attempt to provide affordable housing. In fact, everyone has the right to adequate housing: every woman, man, youth and child has the right to gain and sustain a safe and secure home and community in which to live in peace and dignity.** Beyond affordability, housing needs to be adequate containing certain facilities essential for health, security, and comfort. It also needs to be accessible to all ages and abilities, in a non-segregating location which allows access to employment options, health-care services, schools, child-care centres and other social infrastructure, and come with some legal protection against forced eviction, harassment and other threats.***

* Country Profile- Jordan 2008, Food and Agriculture Organization of the United Nations (FAO)

** As stipulated by Article 11 (1) of the International Covenant on Economic, Social and Cultural Rights (ICESCR), which Jordan has ratified.

*** The characteristics of the right to adequate housing are clarified mainly in general comments No. 4 (1991) on



Livability - Quality of Life

There have always been two reasons for staying in a city, small town, rural area, or moving to another place that is bigger, brighter, smaller, or safer:

- The necessity to meet basic needs for survival: shelter, food, protection (safety/health), and a job; and
- The opportunity and prospect of a better future and quality of life (services, health, education, culture, history, and art)

Over the past 150 years, pushed by the industrial revolution, cities grew around the idea that people follow jobs. The emphasis has been on attracting industry. The world we live in today is the result of economic development first and inequitable distribution of the gains that come from urbanization. This is reflected most clearly in the public sector, specifically on its effect on streets. City streets have become traffic corridors that are unsafe, polluted, and congested. Current digital technologies as well as the information and AI revolution are inverting the industrial idea of growth- from people follow jobs, to jobs follow people. Increasingly what attracts and retains residents to a place is the quality of life.

Highly skilled IT workers can choose to work anywhere. IT jobs are not tied to natural resources. New businesses can locate anywhere as long as there is high speed internet and access to a well-educated work force.

The JNUP is an opportunity to imagine, proactively plan, and invest in a quality of life that will retain youth and foster smart green growth economic development. The challenge is to engage communities (public and private sector, old, rich, poor, women, youth, and etc.) to imagine and collectively build a more equitable, inclusive, and vibrant future.

the right to adequate housing and No. 7 (1997) on forced evictions of the UN Committee of Economic, Social and Cultural Rights.



Mobility and Connectivity

Given the density and distribution of development in the Jordan Valley and along the highlands running North to South in the western part of the country, there is an opportunity to establish a public transit spine that connects cities and historical sites in the country.

Public transit is a critical move that can dramatically address many of the significant mobility challenges facing Jordan. Transportation and mobility issues are associated with rapid growth pressures. Central roads are over capacity and congested. There is road rage, car accidents, excessive noise, and air pollution.

A deep car-dominant culture, little active transportation infrastructure, and very poor to non-existent public transit fuels the persistent development of more car-oriented infrastructure under the illusion that this will solve the problem. Currently, there is little room on streets to safely walk or bike, or even for social activities. Meanwhile, there are overlapping responsibilities and a lack of coordination among transport-related agencies. Additionally, there is little integration between transportation and land use planning.

Nevertheless, investment in public transit is a cross-cutting initiative that affects virtually everyone and every aspect of urbanization. Public transit affects where growth should and does happen. It affects air pollution and climate change, impacts health, and improves equity by connecting the car poor, youth, women, and elderly to jobs, friends, and services.

Through transit-oriented development (TOD) and various value-capture mechanisms, public transit can provide affordable housing and improve the livability/quality of streets by reducing car traffic and making more room for walking, active transportation (AT), open space, social activities, and market functions.

Furthermore, transit and high-speed Internet will attract more residents and businesses to the city and improve the economy. Moreover, there is additionally an opportunity to simultaneously improve the health of residents, attract more tourists, and improve the environment through the development of a national AT network, which integrates, connects with, and supports the Jordan Trail through connected hiking and biking routes.



Governance and Management

The JNUP provides an opportunity to clearly define the national interest in managing urban growth proactively and collaboratively, across ministries and sectors as well as governorates and cities.

There are many—perhaps even too many—articulate and inspiring plans, strategies, policies, and initiatives, as well as codes, standards, and regulations. Efforts are currently in place to decentralize planning and to make it more participatory and neighborhood based.

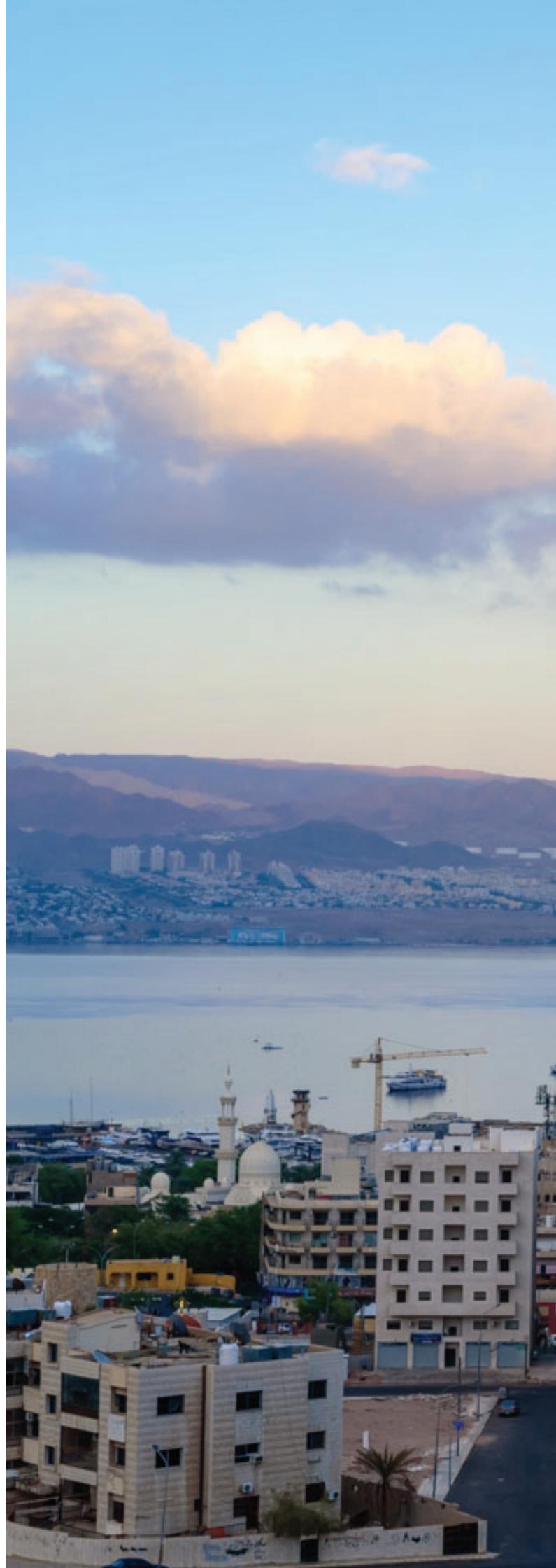
Nevertheless, there are also many challenges. Implementation unrealistically relies on action by multiple high-level government agencies and dismisses the role of local governments. Economic and physical planning are highly centralized and subject to overlapping responsibilities as well as a complex governance dynamic. Municipalities lack administrative autonomy and the authority or capacity to plan.

Additionally, planning needs to be broadly accessible, better understood, and better recognized as a discipline and a profession. It is a primary means for advancing the public interest and implementing the JNUP.

Conclusion

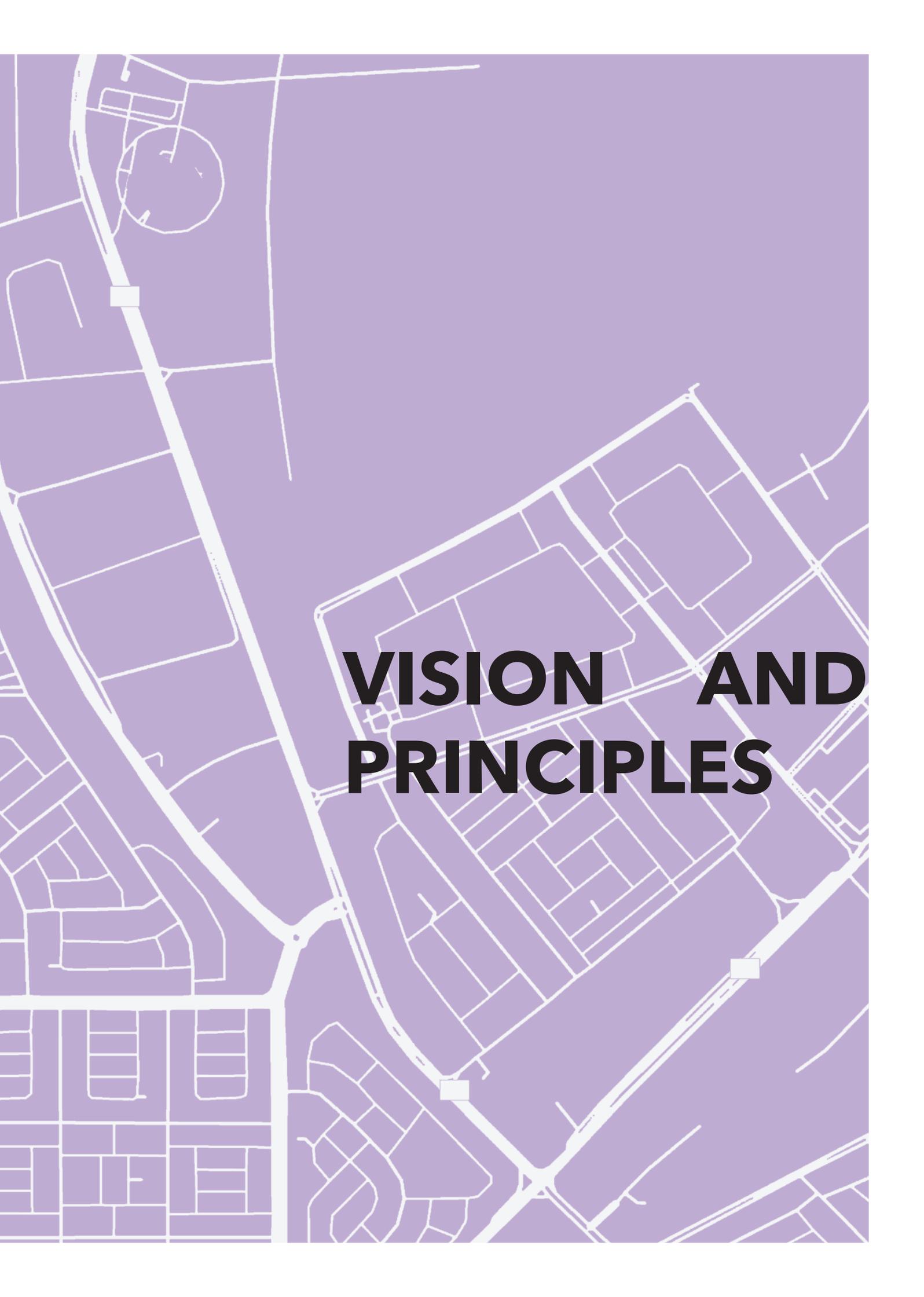
Growth is inevitable and happens everywhere, not just in urban centers. Growth is positive and has the potential to improve circumstances. This is the premise and promise of the JNUP. However, achieving this potential depends on growth happening within an established framework. Individual initiatives are most effective and meaningful as part of a co-ordinated and collective action towards a long-term vision.

The opportunities and challenges related to urbanization in Jordan, as well as the urgency of this moment, necessitate the change to more sustainable and proactive approaches that are based on Jordan's unique national assets, interests, and priorities.









VISION AND PRINCIPLES

3. VISION AND PRINCIPLES

"If you don't know where you are going, any road will take you there."

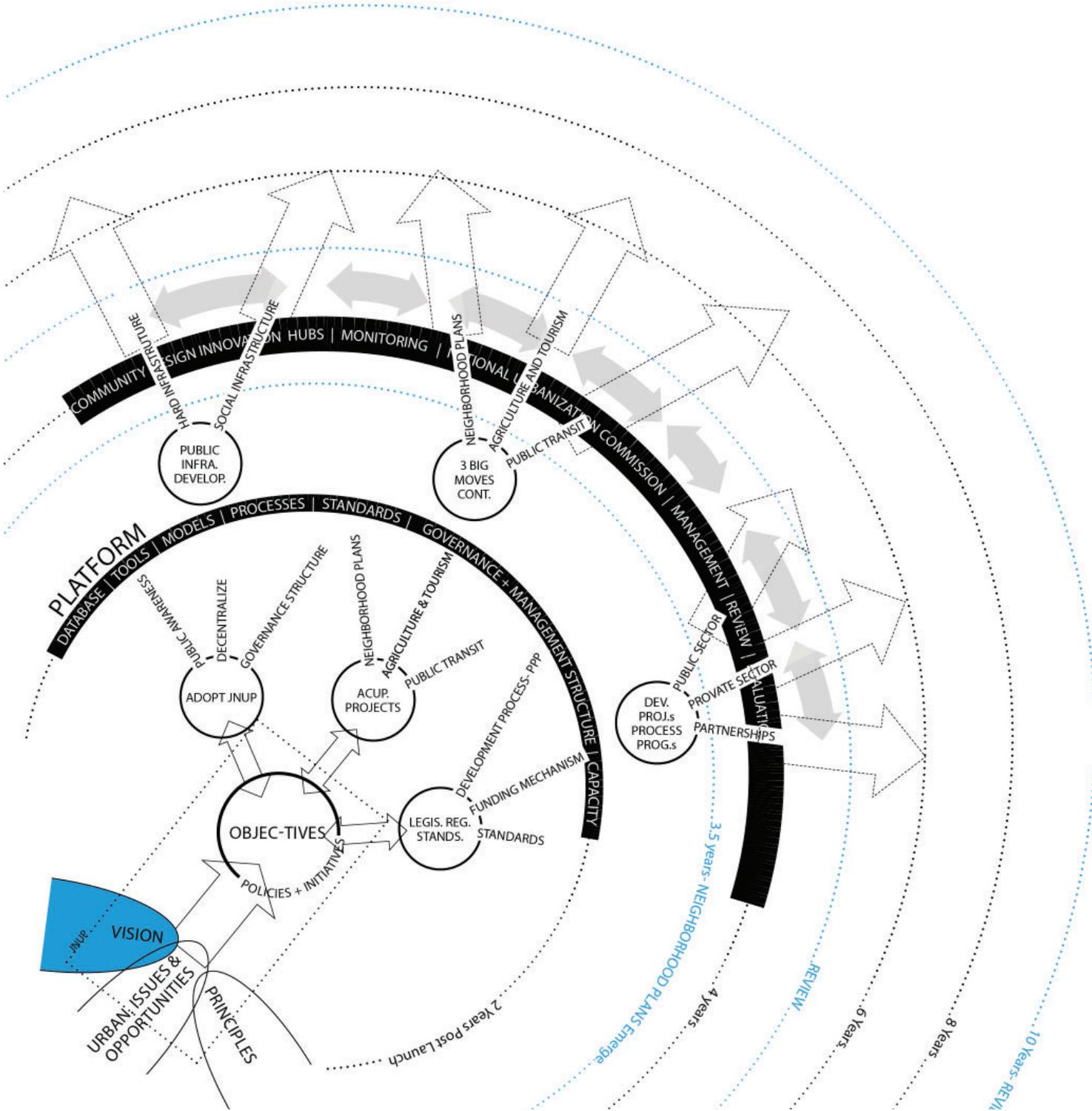


Figure 3 JNUP Vision.

Vision

Representatives from various municipalities and academia, among other key stakeholders, were engaged to articulate a vision statement for the JNUP. Their efforts resulted in the following vision statement:

“Integrated and resilient urban systems that guarantee equitable distribution of development gains for all”

‘Urban systems’ refers to the complex and interrelated layers that constitute the urban environment, which, in turn, includes cities and less ‘urban’ settlements alike, such as suburban, rural, and all places where people settle and where growth occurs. The vision implies:

- That growth areas are identified in advance and connected through public infrastructure to both the host town, city, municipality, and governorate, as well as to each other and to all of Jordan.
- That resilience comes from people and place. It is built into the idea of communities or neighborhoods working together, helping each other, and meeting basic needs locally. It affects public infrastructure and the distribution of services, as well as the form and intensity of development. Resilience is tied to the qualities of safe, walkable, and lively neighborhoods, as was dramatically illustrated during the recent COVID-19 pandemic.
- That the way to work towards both resilience and equity is to involve the local community in an open and transparent process. Existing residents and newcomers should have an opportunity to determine how to grow, how to best use local skills, as well as how to develop local capacity and respect local knowledge. Community engagement is about deciding what to do and then doing it. Therefore, the benefits of growth are extensive, widely felt, and ongoing.

This vision is the catalyst for, and can be achieved through, meeting the goals and objectives designed to address the challenges and opportunities that were identified in the “Diagnostic Report” and National Action Plans. This vision is also linked to Jordan’s National Agenda, Vision 2025, National Sectoral Strategies, and the International Sustainable Development Goals 2030.

Finally, this vision is not just about solving immediate problems, but additionally needs to be seen in conjunction with community values, which affect both the process of urban development as well as the product.

Values are described in this document as principles. They are, in fact, a further elaboration of the vision and demonstrate where it comes from. The principles are useful as a way of testing, fine tuning, and, eventually, evaluating the effectiveness of urban policy objectives, policies, and initiatives as well as both the process and products that emerge from neighborhood plans and projects.

Principles

The NUP is guided by the following principles, which are used in this document to develop and test the JNUP objectives, policies, and initiatives.

Participatory	Building a scaffold for the future is a team project. It needs to be accessible, open, and encourage local involvement. It needs to engage different levels of government across sectors, interests, and boundaries while also involving developers, merchants, entrepreneurs, and people, including residents, visitors, youth, women, and the elderly.
Long View and Immediate Impact	Jordan could spend all day and every day dealing with immediate problems. Or, the Kingdom could develop a long-term view of where it wants to be in the future and then use it's collective imagination and energy to see immediate opportunities to move forward every day, even amidst a disruptive crisis.
Action-Oriented	Simply put, you cannot just say it, but you have to do it. It is important to do something that makes a difference on the ground and in people's lives. It's a demonstration that change is possible. It builds confidence and credibility and it motivates change.
Efficient	Make the best and most effective use of existing resources. Additionally, get the most return for the least effort, whereby one can touch something softly to affect it deeply.
Respects and Promotes Human Rights	Urbanization can only be a force for positive transformation if it respects and promotes human rights.* No discrimination. No distinction. No one left behind.
Resilient	Plans, programs, policies, and places need to be conceived and built to be self-reliant, meet local needs locally, be robust, and be able to adapt in response to unforeseen circumstances. Governments and guardians of plans and initiatives must be flexible and quickly responsive, approachable, collaborative, competent, and accountable.
Subsidiarity	It is best to empower and delegate responsibility, authority, and resources to the most local level of government who are able to perform the task.
Cross-cutting	You cannot do everything, but everything you do should be done well enough that it affects everything and benefits everyone.

* <https://www.ohchr.org/en/land/urbanization-and-human-rights>

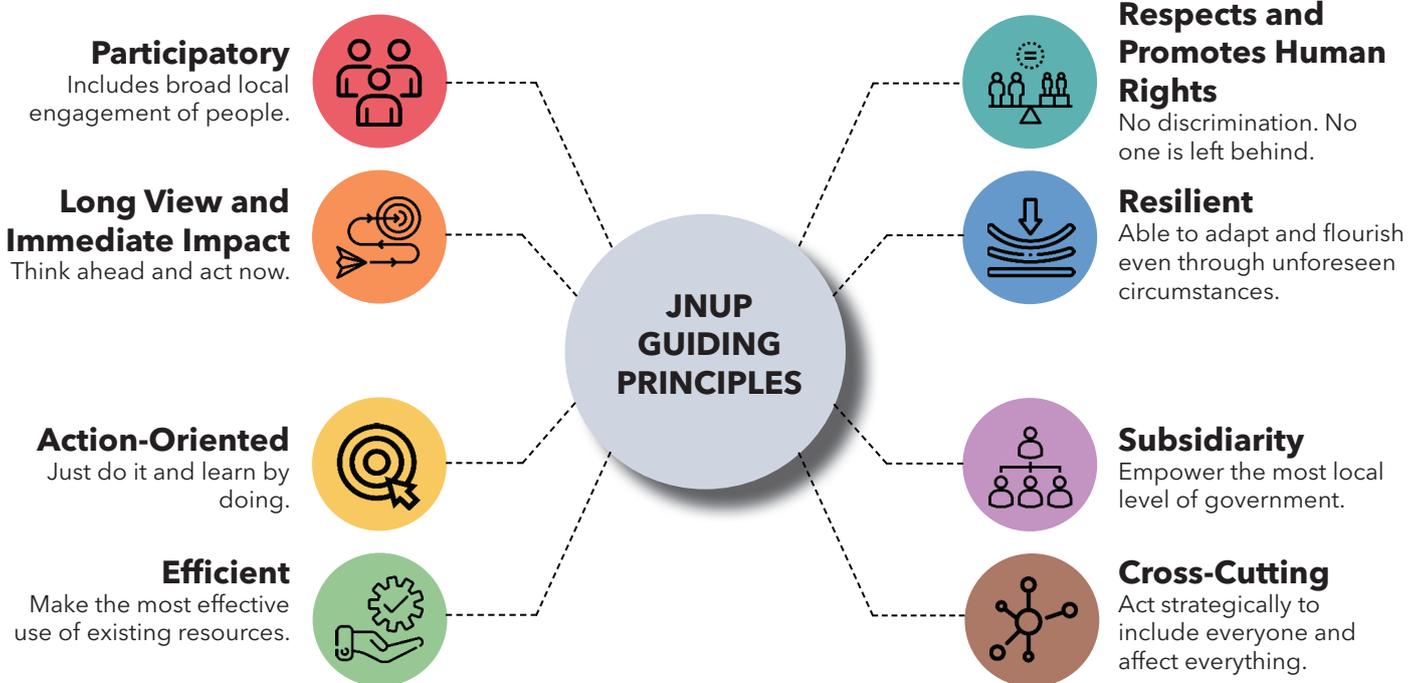


Figure 4 JNUP Principles.





**OBJECTIVES,
POLICIES, AND
INITIATIVES**

4. OBJECTIVES, POLICIES AND INITIATIVES

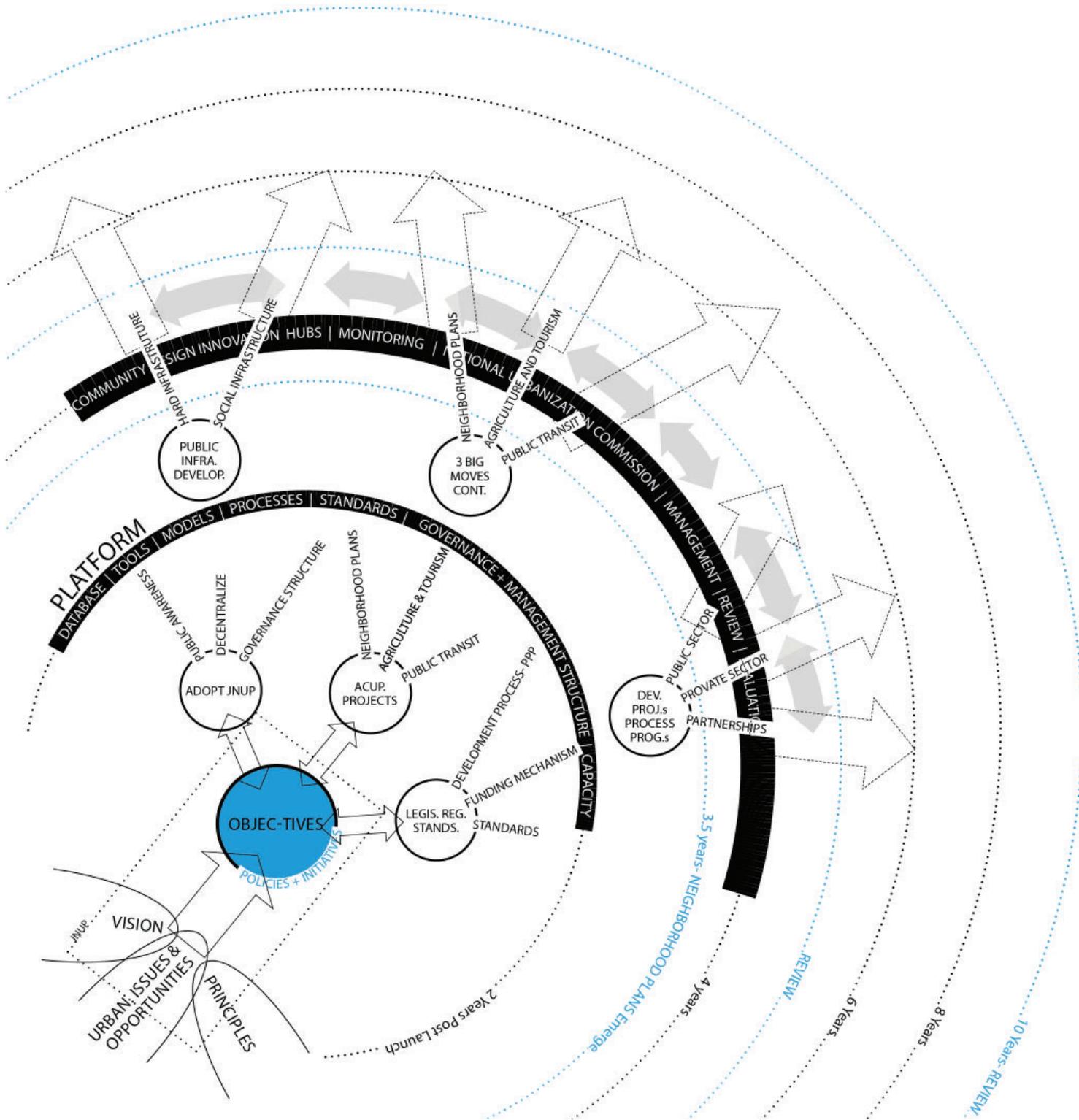
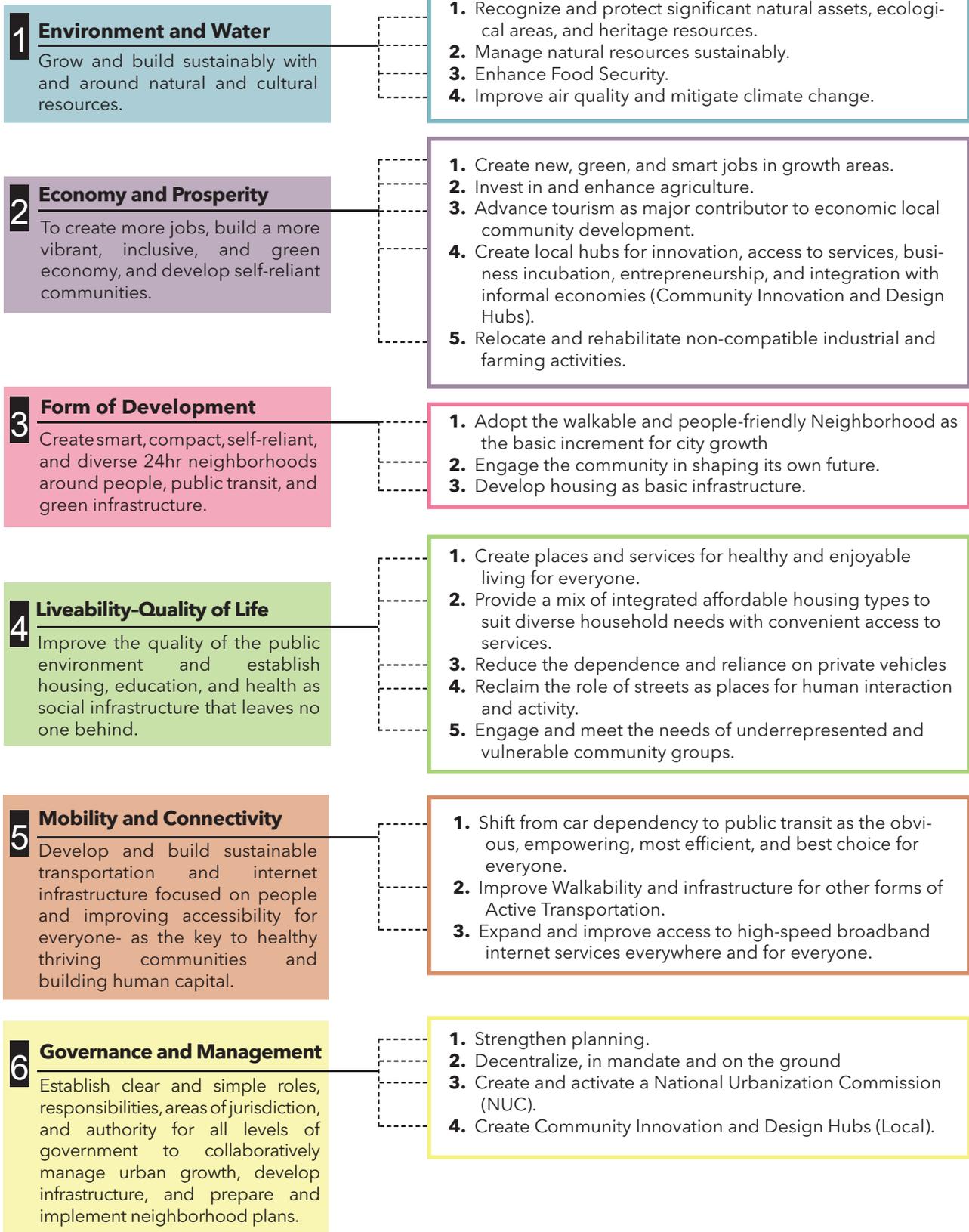


Figure 5 JNUP Objectives, Policies, and Initiatives.

JNUP Thematic Areas

The broad goal of the Jordan National Urban Policy is more transformative, productive, inclusive, and resilient urbanization for the long term. The following thematic areas and their corresponding objectives are meant to address the challenges and harness the opportunities that urbanization presents in order to achieve the JNUP’s vision.



4.1 ENVIRONMENT AND WATER





ENVIRONMENT AND WATER

The natural, cultural, and historic environment is essential to the livability and sustainability of Jordan, whereby it lends a unique identity that informs our sense of place. Jordan has an extremely rich natural, historic and cultural landscape. The intent is to build on and protect this environment through minimizing the impact of development and growth at all scales, from protecting the natural environment and minimizing the carbon footprint of energy sources, to the air quality, and to reducing the impact of any project on the land. Additionally, there is a need, where possible, to recover, and direct growth away from lands with environmental, cultural, or historic significance. Any development occurring there must be carefully considered and limited. It is the national interest and it is everyone's responsibility to protect the environment, manage water sustainably, and dramatically reduce the carbon footprint of energy sources, industry, transportation, and development.

Objective

1. Grow and build sustainably with and around natural and cultural resources

Identify and restrict urban development on and around significant natural assets, sensitive ecological zones, agricultural land, recognized heritage sites, and water retention and drainage courses (wadis).



Policy 1.1. Recognize, and protect significant natural assets, ecological areas, and heritage resources.

This policy is intended to identify and make visible (map) all the environmentally or culturally significant and sensitive areas as well as places of national interest. It is a first step towards protecting the assets and establishing where urban growth is not permitted. Areas of interest include: natural landscapes, such as reserves,

as well as important birds areas, wadis, water bodies, agricultural lands, natural forests, and manmade landscapes and structures, such as significant archeological sites.

Failing to protect such sites has already resulted in damage to natural systems, the loss of precious antiquities, mismanagement, vandalism, rearrangement, and even relocation.

The intent is to protect and recover (if possible) significant natural assets as well as archaeological and heritage resources. Development should only be allowed beyond these identified sites and associated buffers.

It also is the intention of this policy to consolidate in a widely accessible, consistent, and integrated format the mapping of fertile agricultural soil, buffers required around water bodies and along water courses, tourist destinations, nature reserves, and natural resources.

Initiatives:

1.1.1. Identify and establish geo-spatial database

- Map protected sensitive areas, features, and sites (national reserves, parks, open space systems, forests, archaeological sites, tourist sites, ecology, etc.) to establish developable areas as a base for determining where growth can happen.
- Make information widely available (easily accessible and open source). The Urban Observatory is a great start. Integrating planning with such a resource facilitates evidence-based approaches and enables the informed monitoring and evaluation of plans.

1.1.2. *Protect and recover significant natural assets, such as water courses*

Daylight and integrate rivers and natural drainage areas into storm-water management. Natural drainage paths have developed over very long periods of time and are part of a larger ecosystem of aquifers and ground water level recharge. Integrating natural systems for storm water management has many environmental benefits. It also has aesthetic, recreational, and educational value. Urbanization can provide an opportunity to daylight streams and restore natural drainage channels.

Establish and enforce buffers along wadis, around water bodies, and along water courses. The Ministry of Water and Irrigation has revised Instructions for Protecting Water Sources (2019). These provide specific buffers relating to protecting groundwater sources and surface water sources. It is important to adopt and enforce such provisions, but it is also more important to raise awareness around why these buffers need to be protected as well as to have strict measures and mechanisms enforced to ensure the buffers are utilized in planning and respected by development.

1.1.3. *Reforestation, green streets, and green corridors*

The idea is to bring nature into the city in the form of a connected network of parks and open spaces, green corridors, urban forests, and roof gardens. These include biodiversity corridors to allow animals, birds, and bugs to move and live around communities. This enhances the look, feel, and sound of cities, filters the air, provides shade, moderates temperatures, and minimizes water run-off that results in urban streams and flash floods.

A program and budget should be allocated for establishing green corridors, a connected

system of green space, as well as the reforestation and greening of urban areas.



Policy 1.2. Manage natural resources sustainably

Water, just like oil, has become a strategic asset that is increasingly shaping the geopolitical map of the region. Minimizing the dependency on others for water and energy is a matter of sovereignty and a national priority.

Protecting agricultural land is a big challenge. It is the key to food security, resilience, and independence. Fertile agricultural land has to be protected from urbanization/subdivision.

Steps have been taken that include sectoral national strategies and action plans such as the Water, Wastewater and Energy Action Plans. However, it is the implementation of these strategies that will address these issues.



Initiatives:

1.2.1. *Conserve, capture, and store water*

Ancient civilizations in the Jordan area understood both the importance and challenge of accessing fresh water. They historically responded with very creative solutions that made the rise of those civilizations possible. Rain is very infrequent but, at times, comes in abundant amounts. Capturing rainwater at once and in large quantities is the right approach. Current regulations increasingly require the capture and storage of water.

Capturing rainwater quickly to minimize or prevent water run-off is a form of 'good practice' for managing flash floods, the natural recharge of underground water, and for preventing groundwater pollution. Dedicated rainwater ponds, tanks, and previous ground materials make that possible. Additionally, recycling grey

water is an effective means for preserving water and meeting irrigation needs.

Therefore, harvesting rainwater, minimizing water run-off by retaining water on site, and the use of gray water need to be clearly regulated and enforced beyond meeting sustainability ratings voluntarily. Furthermore, minimizing water loss due to defective networks and control of un-metered water use are also prioritized issues that have been addressed in Jordan's National Water Strategy 2016 - 2025.

1.2.2. Invest in and support green energy technologies.

Jordan has already taken big steps in popularizing green energy for residential water and space heating, and, more recently, for the generation of electric power at the power plant as well as industrial and residential scales. The South of Jordan is focusing on solar farms as the area is perfectly situated for harvesting solar radiation. There are a growing number of programs and subsidies in place to support this effort. However, the power grid infrastructure has been a barrier in terms of capacity. Solar projects are being rejected pending the upgrade of the grid. Jordan needs to encourage and provide incentives for innovation (leading to 0 net carbon) at the building, site, and neighborhood level.

The future is green. Fossil fuel costs continue to rise and result in fiscal, environmental, and political struggles. On the other hand, green energy technologies are clean and cost less over time. Investing in and supporting green energy sources and research efforts places Jordan on top of energy issues and prepares Jordan for the future. Green economies prefer to (and are already choosing to) trade with partners who are reducing their environmental footprint and focusing on green energy.



Policy 1.3. Enhance Food Security

Dependence on imported food increases vulnerability to risks. This is true at both the national and neighborhood scales. Food grown and produced locally is the only way to ensure food security. The intent is to support and encourage agriculture at all scales, from big rural farms to small-scale community gardens.



Initiatives:

1.3.1. Protect the agricultural land base, and encourage and support its use for food production

Agricultural lands are an important asset and must be protected, recovered, and expanded when possible. Subdivision of agricultural land and allowing development on fertile land cannot be permissible.

1.3.2. Plan for compact form of development

A compact form of development is the alternative to sprawling urban development, which consumes natural and agricultural lands, is costly to service with efficient urban infrastructure, and has a large environmental and social cost. To this end, urban containment boundaries need to be identified. Boundaries alone are not enough; Growth areas need to be connected, and connect people to job opportunities and services.

It is important that, through their plans, municipalities contain development within the established growth boundaries, protect natural, agricultural, and rural areas, as well as focus growth in existing and future (planned) growth centers that are well connected with public transit.



1.3.3. Develop and improve community, rooftop, and urban gardens

Urban agriculture has been identified as a JNUP priority in the 'Diagnostic Report'. There are numerous benefits to urban agriculture, which includes community rooftop and urban gardens, bringing nature into the city, and enhancing the attraction of urban areas. Community rooftop and urban gardens provide local jobs and economic opportunities, build local capacity, self-reliance, and agricultural activity, which is good for the physical and mental health of communities. They additionally improve the quality of air and help to regulate temperatures.

Furthermore, vacant lands, flat roofs, vertical walls, and balconies provide opportunities for urban agriculture. Urban agricultural at an expanded economy scale can be seen as a coordinated system of community and roof gardens, which would effectively enhance national food security as well as provide many opportunities for local employment and capacity building in food production and processing, accounting, and marketing.

The intent is to encourage urban agriculture on public land and remove barriers that may exist in conjunction with private sector development.



Policy 1.4. Improve air quality and mitigate climate change

The quality of air is a vital sign of our health and that of the environment. It affects the quality of our lives and has direct consequences on our health and, accordingly, the health system. Exposure to pollution in general leads to short and long term illness symptoms, such as coughing, headaches, and lung cancer.

The intent is to reduce greenhouse gas emissions in line with Climate Action Plans (one

for Amman is already adopted) and Initiatives contained in the JNUP. The intent of this policy is to see climate change as a cross-cutting issue (public and private as well as individual and collective), which includes the environment, transportation, and land use planning. All our activities and lifestyles have and can make an impact. Supporting sustainable transportation, reducing energy use, and adopting more policies on climate change adaptation (beyond Amman) are all effective ways to substantially improve air quality, and, while doing so, limiting greenhouse gas emissions and offsetting global climate change.



Initiatives:

1.4.1. Develop and activate standards for air quality

In general, sound urban data is very important for evidence-based planning and decision making, as well as for the monitoring and evaluation of plans, programs, and projects. Improving and monitoring the quality of air requires establishing standards as minimum targets, and the ability and commitment to meet those standards.

The Ministry of Environment initiated the online-based Jordanian National Ambient-Air Quality Monitoring Network. It is meant to keep Jordanians informed about air quality, with indicators updated hourly. Additionally, the recently established Amman Urban Observatory is a step in the right direction. These initiatives need to be integrated, supported, fully utilized, and replicated to cover all parts of Jordan.

1.4.2. Develop and encourage green/smart infrastructure

Green infrastructure is a cost-effective and resilient approach to managing storm water and its impacts through retention and treatment. Green infrastructure retains and treats storm water at its source while delivering environmental, social, and economic benefits. This reduces the spread of pollution by conventional engineered collection systems, where water continuously flows, gathering and accumulating contaminants until discharged in water bodies or treatment plants. High flows result in hazardous urban streams and flash floods that cause erosion and damage properties and natural habitats.

Provide direction, incentives, and funding to encourage green infrastructure at all scales: regional, city, and neighborhood. At the regional scale, green infrastructure provides habitat, flood protection, cleaner air, and cleaner water. At the neighborhood or site scale, storm-water should be captured and stored in soak-ways or reservoirs for later use.

Overall, land use and transportation infrastructure that reduce energy consumption and greenhouse gas emissions are priorities.

1.4.3. Support and recognize building innovation, and link land use to transportation to grow around transit

At the urban scale, the arrangement of land use in relation to each other and to transportation routes affects the energy demand. Integration of land use and transportation planning is the very first step towards minimizing travel distances. Building form, orientation, and design additionally affects energy loads that are required for lighting and air conditioning. Buildings also require energy for the production and transport of construction materials, in addition to their operation.

High performance buildings and green neighborhoods require innovation and local community participation. Sustainability rating systems for neighborhood planning and building design exist in Jordan. Accordingly, the mandatory application of such systems and enforcement of building codes, while leaving room for creativity in meeting targets, has numerous benefits and addresses many urban issues at once. Innovation needs to be encouraged and supported so that buildings and neighborhoods are not only resilient, in the sense that they cope with climate change, but also thrive, flourish, and set a new standard.

Moreover, public transit should be tied to plans for growth centers and future development. Neighborhoods should be developed and grow around public transit systems.

1.4.4. Provide Infrastructure for Active Transportation

Neighborhoods need to be planned and built around streets that are people-friendly and give priority to walking, rolling, socializing, shopping, celebrating, and biking, such as wide sidewalks and designated/safe bike ways. Additionally, in order to be effective, active transportation also needs to be connected to public transit.

4.2 ECONOMY AND PROSPERITY





ECONOMY AND PROSPERITY

Growth adds to Jordan's human resources, which the late King Hussein (may Allah have mercy on his soul) considered to be Jordan's "most precious asset".

His Majesty King Abdullah has stressed that, in his own words: "Our primary goal, and our main concern, is to achieve comprehensive development, through the advancement of our economy, and the modernization of state institutions and agencies, so that the positive effects of all of that are reflected on the level of life of the citizen and his living conditions."

While growth also increases demand for basic services and necessities like water, food, housing, health, education, and recreation, it additionally provides the opportunity to increase productivity, be more self-reliant, less dependent on foreign labor, and create a green economy which "leaves no one behind", a guiding principle for UN-Habitat.

Objective

2. To create more jobs, build a more vibrant, inclusive, and green economy, and develop flourishing, self-reliant communities



Policy 2.1. Create new, green, and smart jobs in growth areas.

Attracting new investment and realizing their development potential in a region or city requires identifying the unique competitive advantages of the place to then develop the right infrastructure and remove barriers to growth. Additionally, appropriate incentives must be identified and made visible to investors locally and abroad.



Initiatives:

2.1.1. Invest in infrastructure, particularly in public transit and high-speed Internet

Given the choice, investors choose places that are well connected and have quality infrastructure in place. If the infrastructure comes first, it sends a message of commitment to investors and directs growth where it is intended to occur. This is especially true of public transit that is well planned and, for the long-term, accessible to all, affordable, and reliable. COVID-19 has shown us that technology makes online work and education possible. It has also exposed the huge technology gap between places. An accessible and affordable high-speed national broadband network is fundamental to improving communications and connectivity as well as to supporting smart infrastructure. While Jordan is relatively advanced in this domain, reliable coverage of all areas, accessibility, and affordability are a priority.

2.1.2. Reduce environmental footprint and the cost of energy

Jordan has been reliant on foreign energy sources, primarily oil and natural gas, from neighboring countries. To reduce the fiscal and environmental energy bill, Jordan has to continue to invest (and heavily) in local and cleaner energy sources, particularly solar energy. This is one key enabler for a green economy.

Furthermore, there is a need to establish regulations, standards, guidelines, and incentives for providing and using renewable energy resources in cities and villages. This should be applied to every plan and development or redevelopment project.

Domestic and international competitiveness, as well as trade, marketing, and banking transactions require online access and the

exchange of information. Online interaction overcomes distances, isolation, and the need for travel. An accessible high speed National Broadband Network is fundamental to improve communications and connectivity and to support smart infrastructure. Therefore, reliable coverage of all areas, accessibility, and affordability are a priority for Jordan.

2.1.3. Provide opportunities to access jobs with a particular focus on refugees, youth, and women.

When formally and properly regulated and reported, jobs bring empowerment, independence, and dignity. This is especially true for marginalized groups. Refugees, youth, and women need appropriate support systems in order to build capacity and the confidence to become visible in the job market and integrate into the formal economy.

Properly located housing and access to public transit are prerequisites to integrating this particular group with the economy.



Policy 2.2. Invest in and enhance agriculture

The National Policy on Agricultural Development (2016-2025) sets strategic priorities for the sector to be more productive, more efficient, and more sustainable.

Sprawl and climate change are among the major challenges to the agricultural sector. Loss of agricultural land and changing rainfall patterns pose serious threats to agricultural prospects and, ultimately, to food security. This is a critical national interest as the agriculture sector is an important contributor to the national economy. The intent is to make it more resilient, allow it to flourish, and allow it to be integral to urban growth.

Priorities include protecting agricultural lands and plant cover, expanding agricultural activity with a focus on organic approaches, the forestation of areas with of 300mm min. rainfall, and developing urban agriculture on roof tops, open spaces, and empty lots.



Initiatives:

2.2.1. Protect fertile land and improve irrigation systems

It is a priority to protect fertile land by preventing pollution, encouraging low-impact development, and ending sprawl through compact urban form of development and setting growth boundaries. The efficient management of water, rain harvesting and improving irrigation systems are priorities.

2.2.2. Develop urban agriculture in empty lots and on rooftops

Urban farming has economic, health, social, and environmental benefits. It compensates for lost agricultural land, is a matter of survival for very poor urban communities, contributes towards food security, and is the perfect grassroots place making initiative. Urban agriculture has many benefits, including: improved household economy, healthier and locally grown food, better water runoff control, greener and more beautiful cities, cleaner air, and connection with nature and biodiversity. Furthermore, it provides capacity building and local business opportunities throughout the urban farming process, from production to marketing, to sales, and to distribution.

Urban agriculture should therefore be incorporated in and enabled through planning legislation and land use by-laws. It also requires funding programs to support pilot projects and to build municipal and community capacity.

2.2.3. Support research and innovation

Research in agriculture is important to find new and better ways to improve the production of livestock and crops, reduce loss due to disease and insects, improve agricultural equipment, address the water challenges, and achieve better food quality. This increases farmers' profits and enhances the national economy.

Research centre(s) that bridge academic research, production, and market specialists should be established for this purpose. It is also vital to support and fund 'smart' technologies and pilot projects.

2.2.4. Connect rural communities to urban services, culture, and markets

Supporting agriculture largely means supporting communities in rural areas. Those communities should be able to access cultural, educational, recreational, and other services that are typically associated with urban areas. This would be attained either through bringing such services to rural communities or through improving the connectivity between urban and rural areas.



Policy 2.3. Advance tourism as a major contributor to economic community development

In addition to Jordan's tremendous and precious natural, historical, and cultural assets, Jordan also has a hospitable culture, a moderate climate, a strategic regional location, and the political stability for tourism to grow and become a much larger contributor to the national economy.

There are endless opportunities for tourism and chains of tourism-supporting services. However, for tourism to be sustainable, and with minimal social or environmental impact, it is important to see it as a vehicle for local

community development, not just an economic opportunity. Therefore, strategic development and investment in the right infrastructure and protection of attractions and destinations are key.

The sector's priorities, according to the National Tourism Strategy, are raising the overall competitiveness of the Jordanian tourism sector, enriching the visitor's experience through innovation in tourism product development, improving Jordan's image, and promoting it better to attract a larger number of high-spending visitors throughout the year. It is also necessary to create a regulatory and operational environment that leads to improving the performance of the tourism business sector and unleashing the potential of private sector partnerships as a driver for growth.

Additionally, as Zita Cobb said, "Hospitality practiced properly is an act of human culture". It builds community and place.



Initiatives:

2.3.1. Improve access, accommodation, and services

There are fundamental expectations that must be met for visitors to recommend or repeat their visit experience: access, accommodations, attractions, activities, and amenities (the 5 A's).

In urbanization terms, connectivity, accessibility, orientation, and way finding are all important. An accessible and high-quality transportation system built around an affordable and easy to navigate public transit system is essential for tourism to flourish.

Touristic attractions take many forms, from ancient sites to modern day life experiences. Creating walkable, safe, attractive, and lively streets and public places, complemented by



quality services, enhances the residents' as well as visitors' experiences. Investing in creating attractive places pays back in more visitations, longer stays, and a better economy.

2.3.2. Protect tourism assets and natural areas to improve experiences and encourage longer stays

It is a priority to protect natural, cultural, and historic assets. These are the drivers without which tourism would not exist in the first place. Tourism must be sensitive to the environment, the hosting communities, and the local culture.

Economic benefits of tourism actuate and multiply with longer visits and stays. In Jordan, there are many attractions and destinations to introduce as a journey of multiple experiences. The touristic map of Jordan must be updated to include all touristic destinations. Experiences can be themed to cater for specific visitors.

National, regional, and local planning is paramount to make visible, protect, and promote destinations. Hosting communities must feel the gains that come from touristic activity.



Policy 2.4. Create local hubs for innovation, access to services, business incubation, entrepreneurship, and integration with informal economies (Community Innovation and Design Hubs)

The digital revolution is changing everything; It affects how we live, work, shop, heal, communicate, and entertain. It also affects how we move around and where we go. All that we know is being challenged and disrupted. At the same time, we are placing people and the environment at the centre of planning and design, whereby we recognize the importance of human ingenuity and local knowledge.

While the reasons may be economic, environmental, or health related, we know that there is need for change. Accordingly, the intent is to create a series of community innovation hubs across Jordan at the neighborhood level.

The hubs would serve as a "storefront operation" to be highly visible and accessible on the street. A hub can function as a social community centre that connects people to planning and to opportunities for change.

Specifically, it can be dedicated to:

- Nurturing innovation
- Supporting/incubating start-ups
- Providing access to technology/data
- Sharing knowledge and experience
- Learning about, accessing, and navigating government services, policies, and programs
- Engaging and connecting people to opportunities for making change happen
- Building capacity
- Serving as a showcase and outlet for "dashboard monitoring" of local progress in implementation of JNUP



Initiatives:

2.4.1. Build local capacity, with particular emphasis and support for women and youth

Integrating people, and in particular women and youth, in the economy begins with engagement, awareness, empowerment, and capacity building. Consequently, the urban environment must ensure the accessibility and connectivity to education, training, employment opportunities, and support services and resources. Related

centers, institutions, and resources are ideally placed in transit-connected centers. There is also a need to fund capacity development programs regarding planning, tourism, business, etc.



Policy 2.5. Relocate and rehabilitate incompatible industrial and farming activities

Unregulated, industrial, and animal farming activities that are incompatible with urban residential areas can cause environmental, noise, and visual pollution, which can lead to serious health problems. This compromises the quality of life and the public realm. Such activities are a source of nuisance to neighbors and, accordingly, need more sustainable solutions.

This policy is about establishing a program (with funding and support for community engagement) to rehabilitate and relocate incompatible activities within the larger context of supply chains and gateways.



Initiatives:

2.5.1. Reduce pollution and waste impact

The view of industries has changed considerably with technological advancements in energy sources, control of pollution, and containment/recycling of industrial waste. All forms of pollution must be prevented at the source to ensure the safety of people and the environment. Industrial and agricultural waste provide opportunities for recycling or energy generation, such as biomass energy from farm animal waste.

2.5.2. Integrate with community

Integrating compatible industrial activities and rehabilitating existing industries into urban

settings (where possible) brings many benefits, including liveliness, shorter travel distances, less land consumption, more job opportunities, access to jobs in central areas, more efficient use of infrastructure, and others. Many emerging industries, such as those relating to information technology, can be easily integrated into urban areas.

There is a need for an updated regulatory framework and classification for types of industry, corresponding buffers, and for allowing the mix of compatible uses in response to new technologies and the size of industry.

2.5.3. Enhance special economic free zones to share benefits

In principle, economic development must always be seen through the lens of and as opportunities for local community development. Regions are the unit of competition for global markets, but production on the ground happens at and greatly affects specific districts at a more local level. This is yet another reason why integrating all levels of planning is essential.

2.5.4. Improve/integrate supply chains

Enhancing economic performance requires supporting the growth of economic sectors in an integrated manner based on value-added chains. This includes enhancing urban-rural linkages for a smooth flow of raw materials and intermediate and finished goods between all areas. This is also important for job accessibility.



4.3 FORM OF DEVELOPMENT



FORM OF DEVELOPMENT

Our cities, suburbs, towns, and villages need to be centred on and made for people. The built form has to be lively, sustainable, healthy, and inclusive.

For the last century, cities have been shaped by the automobile. Shopping malls, strip malls, gated communities, wide roads, over and underpasses, and segregated uses have made streets into traffic corridors. Low density sprawl has been the dominant form of growth. Additionally, growth has come at an enormous fiscal, environmental, and social cost. It consumes agricultural lands and exhausts municipal capacity to provide services. Cities, communities, neighborhoods, and the lives of residents are built around roads. Urban growth is frequently ahead of planning and urban services.

Common sense dictates that we have to change the form of development and our priorities to address climate change, health concerns, and equity. Current technological change makes this much more possible.

We have to use land efficiently and develop in compact forms through intensifying development in existing urban areas and containing growth within defined boundaries in rural areas. Great cities attract and retain residents, visitors, and investors. We have to build attractive places with unique identities, places that offer jobs, foster innovation, and are caring and compassionate. This translates to working with the natural, cultural, and historic assets, mixing uses, developing around public transit, and supporting active transportation.



Objective

3. Create smart, compact, self-reliant, and diverse 24hr neighborhoods around people, public transit, and green infrastructure.



Policy 3.1. Adopt the walkable and people-friendly Neighborhood as the basic increment for city growth

Creating communities translates into creating complete and functional neighborhoods. Neighborhoods are the organizational building block for managing existing and future development.

It is in the national interest to build, rebuild, and adapt new and existing small and large cities, urban, suburban areas, and rural villages around the idea of neighborhoods, which are resilient, self-reliant, participatory, and vibrant.

No matter where people live, they should have easy access to the places they need to reach on a daily basis. This is an equitable and appropriate way to see urban growth. Some cities target 15, 20, or 30 minutes for that purpose and are called and promoted as such (e.g. 15-minute cities, such as Paris or Copenhagen).



Initiatives:

3.1.1. Establish parks, squares, streets, and public institutions as the skeleton around which community is built

Many of the challenges emerging from urban development are related to individual private sector development being ahead of neighborhood plans as well as public infrastructure, services, and institutions.

Development of housing, offices, shopping centers, and other private sector enterprises needs to happen around the public realm, which consists of the open spaces, streets, infrastructure, and institutions that we share collectively and use every day. That public realm connects us and allows us to come together, celebrate, work, and play.

The intent of the JNUP is to be proactive. That means that the public realm is the permanency; it comes first and lasts longer than individual private sector developments. It serves as the basis for where growth happens and what form it takes.

Parks, squares, streets, and public institutions are the essential ingredients around which a neighborhood is built.

Accordingly, establishing a connected system of open and green spaces and streets provides significant benefits. It adds resilience, especially during times of pandemics and disasters, enhances the quality of air, controls erosion, provides shade, and regulates temperatures, all while promoting biodiversity, connecting people with nature, and creating beautiful and memorable places that bring us together.

3.1.2. Create multi-functional streets

Streets serve a movement, open space, social, and market place function.

The car movement and parking function now dominates. Streets need to be reinvented so that the open space, walking, biking, meeting, sitting, and shopping functions are the most pronounced, particularly on neighborhood/local streets.

Streets are an essential component of the public/people realm, and must be seen and carefully built as such.

3.1.3. Provide services and amenities

Local plans need to ensure the safe and convenient daily access to services and amenities within a walkable distance. These include commercial stores (such as grocery stores, bakeries, and pharmacies), government

services and public amenities (such as parks and playgrounds), high-speed internet, and public transit.

3.1.4. Provide public institutions

Provide safe access to educational and health facilities, community centers/hubs, and places of worship.

The idea of "8 to 80 cities" refers to the notion that if we build our cities in a way that is great for an 8 year old and an 80 year old, then it will work for everyone.* This is the spirit we want in our cities.



Policy 3.2. Engage the community in shaping its own future

Community planning is an opportunity to engage the community in understanding the moment, considering human, natural and built resources, and determining how to move forward. It's also an opportunity for communities to participate in building, creating local jobs, integrating the informal economy, as well as developing local capacity and community cohesion.



Initiatives:

3.2.1. Build local capacity in planning, designing, and developing neighborhoods

Engagement is about empowerment and capacity building. Planning activities, initiatives, and projects must be seen as opportunities for building capacity, raising awareness, and making connections across sectors and institutions. To that end, the requirement to build capacity has to be included and supported in all plans and at all stages.

* 8 80 Cities. <https://www.880cities.org>

3.2.2. Create innovation centers

Innovation centers are hubs for discovering and developing new ideas that solve real world problems by providing opportunities for interaction and communication between bright minds, industry, and people. Centres bring together government and businesses to explore, experiment, and create new possibilities.

The national government should provide resources to develop the hubs and should work towards developing a network of hubs across the country that share knowledge and experiences.

3.2.3. Provide business incubation support

Business incubation helps start-ups with venues, resources, and advice. This provides an opportunity for small or emerging entrepreneurs to test business models in the real world, even if they do not yet have the capability to sustain their businesses due to limited resources.

3.2.4. Establish a portal

Making portals to programs at all levels of government available where interested communities/individuals can find information, get help, and access programs.

3.2.5. Introduce concepts such as Participatory City - Learning by doing.

Residents, neighborhood organizations, and governments can collaborate to improve the neighborhood and bring people together to build capacity as they 'learn by doing'. The idea is beyond the delegation of power from the top-down; it is also about working together, with practical tools, to create a collaborative society and see every initiative as an opportunity to enable local action that is informed by local knowledge, skills, as well as human and natural

assets. Funding and support are required to make this happen.



Policy 3.3. Develop housing as basic infrastructure

Housing is the main ingredient for creating communities and is what brings life to streets and districts. Housing in Jordan constitutes a big share of new development and the local economy. Jordan's biggest housing challenges include a mismatch between supply and demand (especially in light of waves of refugees), high vacancy rates, the lack of integrating housing with planning, the lack of affordable housing, rising costs of home ownership and rent, and the lack of institutional capacity to take an active role in directing the housing sector. The Thematic Guide for Mainstreaming Housing into the JNUP outlines 20 recommendations to address these issues. The following Initiatives are broad and complementary to those recommendations.



Initiatives:

3.3.1. Develop guidelines and standards for the form of housing

The form of housing in Jordan has not advanced. There is a need for improvement through planning, innovative design, and regulatory and institutional interventions.

The Housing and Urban Development Corporation (HUDC) should update the National Housing Strategy (1989), and assume a leadership role in developing policies and guidelines for the housing sector.

3.3.2. Match Supply with Demand

Housing supply is largely driven by developers in increments of single and multi-family buildings. Housing is often seen as an economic

investment. This results in a mismatch between supply and demand, and in an abundance of unaffordable housing. Research, program development, and funding mechanisms are necessary to fill the gap between supply and demand.

It's also necessary to encourage the provision of more housing to accommodate the needs of low to medium income families.

3.3.3. Reduce Housing Costs

The rising costs of housing need to be addressed. Housing is directly affected by and directly affects individual and family economies. It's location relative to job opportunities, public transit, and general services cannot be left to market forces alone.

Bringing the cost of housing down leaves more room for other expenses, such as education and health. This can be achieved by fully integrating housing with planning and through changes in regulations in favor of higher housing densities. Such remedies are context-specific and can only be considered through good planning and design thinking.



4.4 LIVABILITY-QUALITY OF LIFE





LIVABILITY-QUALITY OF LIFE

What brings people to cities, and causes them to stay there? Once, it was primarily about jobs and the opportunity for economic prosperity. However, more and more, it is becoming about the quality of life, which is measured by a clean and green environment, health and education possibilities, and access to exceptional public transit. These are the conditions that enable economic and social prosperity.

Unlike industry, which is tied to local materials, supply chains at a specific location, as well as a factory or enterprise, new green/smart businesses can locate almost anywhere with access to highspeed wide band internet and a relatively safe, stable environment.

Accordingly, jobs are now much more mobile, whereby people can choose where to work and more work can be done from remote locations. Therefore, within this context, jobs follow people.

Highly educated and creative people are increasingly choosing where to live based on factors associated with their quality of life. Quality of life is essential to retain and attract residents, business, and visitors. It drives the economy and affects youth.



Objective

4. Improve the public environment and establish housing, education, and health as social infrastructure that leaves no one behind



Policy 4.1. Create places and services for healthy and enjoyable living for everyone

Creating safe and attractive people-centric public places and amenities that are easy to reach and navigate can greatly enhance well-being and

instill a sense of belonging and pride. Safe and secure streets, which are particularly important for women and youth, as well as the provision of quality public art, are all key to an enjoyable experiences and provide opportunities for physical exercise and social interaction. Streets can focus on walking, but can also serve as open space, social places, and marketplaces.



Initiatives:

4.1.1. Consider the needs of all community groups and people of all abilities in the planning and design of public and recreational spaces through engagement, universal design, and the development and enforcement of relevant codes

Improving accessibility will benefit everyone, not just those with special needs. Upholding the values of social equity and inclusiveness on the ground is a sign of civility and progress.

To best identify and cater to the needs of diverse community groups, people need to be part of the planning and design processes, both at the individual site or project development level, as well as at the community and project programming levels. The intent is to adopt standards, codes, and by-laws to ensure that buildings (public and private) and public spaces are accessible, inclusive, and of the highest quality, all day and all year.

4.1.2. Improve the quality of existing and new public spaces (streets, squares, and parks) through each plan, every infrastructure project, as well as all development and placemaking initiatives.

The quality of the public environment matters. It is our common living room. It represents who we are, how we come together, and what we value. Local municipalities have an important role in this regard and must grow their urban

design capacity to ensure the quality of public spaces, and to have and enforce the appropriate building controls in support of a high-quality built environment, while including people in the process of deciding what to do, how to do it, and actually making it happen on the ground.



Policy 4.2. Provide a mix of integrated affordable housing types to suit diverse household needs with convenient access to services

Overtime, and through life stages, households vary in size, needs, and financial ability, and, accordingly, require a corresponding variety of dwelling forms in response. However, there is a huge gap between supply and demand for housing in Jordan.



Initiatives:

4.2.1. Provide a choice of integrated affordable housing in response to diverse household needs

Housing strategies must reflect the actual nature and needs of diverse households. Every context is going to be different in terms of lifestyles and property/land ownership. Housing should not be segregated behind gates or according to socio-economic considerations. This has resulted in exclusion and social isolation.

4.2.2. Locate housing in proximity to existing social, educational, employment, cultural, and recreational activity

Density and location of housing are important to the viability of services. Housing must be better integrated and addressed in urban planning. One of the ways in which big cities continue to grow (mostly at the expense of precious agricultural land), is by allowing the low density development of housing to come before the provision of services. When housing is better

controlled and strategically located, it becomes possible to provide public transportation as well as access to education, health, jobs, parks, and recreation.



Policy 4.3. Reduce dependence and reliance on private vehicles

It cannot be stressed enough that high dependency on private vehicles compromises health, safety, and the environment, in addition to the worsening congestion and increasing stress. The problem of private vehicles in Jordan needs to be tackled on various fronts. It is a technical planning and design issue, but it is also a cultural issue. A major shift to public transit is the key first move that will impact all other initiatives and affect everyone's life throughout Jordan.



Initiatives:

4.3.1. Provide and raise awareness around reliable alternate transportation options, including public transit and active transportation

Absolutely everyone must be able to get to their destination and back home again without having to be in a private automobile. Alternatives include a reliable public transit network that covers the community, region, and the whole country. Integrating active transportation, such as walking and cycling, in the mobility network improves the health of both people and the environment. Other measures include discouraging the provision of parking in central areas and following TOD (Transit Oriented Development) principles.

4.3.2. Reduce travel demand and distances

Measures include planning and designing for compact, walkable, and mixed-use development as this enhances connectivity and reduces travel distances. Allowing, promoting, and learning to work from home, when viable, avoids unnecessary travel time and distance.

4.3.3. Disincentive the use of private vehicles

Private vehicles should be banned or restricted from vibrant centres and streets. Measures towards this include prioritizing public transit, road diets, restricting single occupancy vehicles and parking, higher taxes on private vehicles and fuel, a vehicle quota system, and associating a higher cost with access to central streets or districts. However, none of this would be reasonably applicable without providing an alternative. The alternative has to be a better way of getting from here to there.



Policy 4.4. Reclaim the role of streets as places for human interaction and activity

Streets typically constitute 30% of the total area of a city and over 80% of the total public space. The vast majority of that public space is increasingly consumed by cars and trucks. The more you build, the more traffic you attract. People and human activity have been replaced by traffic. The quality of life for many, if not most people, is compromised because streets can no longer serve as social, recreational, and marketplace spaces.



Initiatives:

4.4.1. Redesign and reinvest in streets as attractive and active public spaces

Streets need to be seen and designed as safe, attractive, inclusive, and accessible public

spaces. The pedestrian realm is an important component of streetscapes and must be carefully designed to cater to human needs. With the right conditions, streets can become an extension of the open space and the mobility network. This requires local municipalities to build capacity in urban design, so as to design streets less for cars and more for people; less for movement and more for social life.

4.4.2. Establish standards for the quality of streetscape elements

It is considered good practice to develop Street Design Manuals that set the standards for the various street typologies based on the kind and level of human activity, rather than their 'level of (traffic) service'. Design guidelines outline clear visions for various streets and define the necessary corresponding street elements. Typically, streets serve a movement function; However, they also need to function as open space, social space, recreational places, and marketplaces. It is the human activity that gives them life, makes them safe, and brings people together.

4.4.3. Re-classify roads and streets typologies based on the levels of human activity and their role within the specific community context, rather than levels of service, and define the necessary corresponding street elements.

This requires a departure from functional and engineering-based road classification systems to more context-sensitive approaches that take into account socio-economic factors.



Policy 4.5. Engage and meet the needs of underrepresented and vulnerable community groups, leaving no one behind.

Vulnerable community groups tend to concentrate in disadvantaged locations with poor access to services and relatively more exposure to risks. Women, youth, and refugees are typically underrepresented and must be systematically engaged to identify and cater to their housing, mobility, education, employment, and other needs.



Initiatives:

4.5.1. Identify and engage vulnerable and underrepresented community groups

Identify and engage vulnerable and underrepresented community groups in the making of local neighborhood plans and targeted projects to identify their needs as well as to build their capacity and resilience against risks and hazards, including the effects of climate-change.

4.5.2. Prioritize actions that build the resilience of vulnerable and underrepresented community groups.

Vulnerable and underrepresented community groups are often the least resilient. They struggle in the short term and try to adapt over the long term. Vulnerability results from poverty, limited social capital, living in high-risk areas, or having little or no access to resources and institutions. This makes it difficult to navigate or recover from crises and damaging events.

Interventions to improve conditions include upgrading, revitalizing, and improving the infrastructure in risk areas. It is also important to provide equitable access to transit, to support services and programs, and to recognize and integrate the informal economy. Improved early warning systems need to be in place to provide sufficient time for better management during crises.

4.5.3. Upgrade and develop activities and programs for youth and women

The needs of women and youth are often overlooked. Therefore, it is important to focus on them and develop social, sports, and cultural activities tailored to their needs.



4.5 MOBILITY AND CONNECTIVITY





MOBILITY AND CONNECTIVITY

Mobility and connectivity have always been major determinants of urbanization, impacting where growth happens and the form that it takes. Mobility also affects the economy and quality of life.

The current mobility situation in Jordan is car dependent and is not sustainable. Transit ridership is among the lowest in the world. As a consequence, mobility is a major contributor to climate change; it's not equitable (for youth, elders or those who don't or can't afford to drive, or in rural or suburban areas); it's not people oriented. It affects the quality of life and the role of streets as public space. Continuing to build roads and highway is simply not sustainable and is at odds with the very idea of urbanization.

The idea of change is fueled by a technological/digital revolution, which enables distance work and makes it possible to mix uses and locate work/business places close to housing. It's also changing the very nature of work. Therefore, in many ways the need for cars to travel daily from home to work is decreasing at the same time that our concern for climate change is increasing and as we are aspiring to build more inclusive, diverse, safe, equitable, walkable, and connected neighborhoods. Smart industries want to be located in communities that attract and retain the best workers. Investment in public transit, which is the best, most reliable, and obvious first choice for everyone, can be transformative. It affects growth, attracts smart industries, reduces air pollution, improves health, affects the economy, allows young and older people to be more independent, makes more room on the streets for people and active transportation, and provides opportunities for more affordable housing (TOD) by significantly improving access to jobs for everyone, including those who do not have a car.

Digital connectivity as an enabler for economic growth has become a given. Highspeed

broadband Internet is an essential service for commerce, education, health, travel planning, local and international trade, and every other aspect of life. It is a priority to provide the service everywhere and for everyone.



Objective

5. Develop and build sustainable transportation and internet infrastructure focused on serving people and improving accessibility for everyone- as the key to healthy thriving communities and building human capital.



Policy 5.1. Shift from car dependency to public transit as the obvious, empowering, most efficient, and best choice for everyone

The way forward in Jordan is to rely less on private automobiles and boldly move toward public transit and active transportation as the primary means of mobility. This means actively shifting away from the deep-rooted car culture through engagement and building awareness about the impact transit will have on people's lives, the economy, and wellbeing.

The move to public transit is essential and transformational. It is cross-sectoral and touches everyone.

Therefore, it is necessary to re-conceive public transit as a fully integrated, reliable, and essential public service that connects people and places, jobs and youth, historic sites and gateways-across regions and within urban and rural areas.

Public transit also makes more room for people and place making on the streets.



Initiatives:

5.1.1. Establish public transit as a strategic, nation-wide, and multi-level initiative of high priority

To better define the project and system, public transit must become a consistent ingredient that is integrated in national, regional, and local plans. It is important to think long-term and develop the system or concept as a whole. Future development and redevelopment should happen around transit. TOD and value capture mechanisms can help to pay for it. Public transit has to capture people's hearts and minds and stir their imagination.

5.1.2. Align city/local public transit initiatives with the bigger idea of a nation-wide public transit system

Initiatives such as improving the road network, moving forward with a national railway network, as well as improvements to the port of Aqaba and airports, are steps in the right direction that must be aligned with the nation-wide public transportation network between and within cities and rural areas. This will improve housing, add to equity, enhance the sustainability agenda, and allow urbanization to happen throughout Jordan.



Policy 5.2. Improve Walkability and infrastructure for other forms of Active Transportation

The intent is to make walking easier, more enjoyable, and safer. To be resilient, equitable, and responsive to climate change, walking and active transportation need to be connected to public transit and given priority over motorized vehicles at the neighborhood level.

Active transportation (such as walking, rolling, and biking) is about more than moving around. It's also recreational and therapeutic; it improves health, benefits the environment, contributes to climate change mitigation, and enhances the quality of life of every resident and visitor.

This is an important moment. Covid-19 reminds us of the importance of community and the need for more room for people and businesses on the street. Active transportation is key to resilience and 15-20-minute walks are defining neighborhoods. Active Transportation is a basic ingredient around which a community is organized. This is not a new idea, but it is now urgent because it is difficult and costly to apply as an afterthought.



Initiatives:

5.2.1. Plan and design for 'walkability': Provide a reason to walk. Make walking a safe, comfortable, and interesting experience

Neighborhood plans should focus on enhancing walkability and reducing the need for cars through bringing 'live, work, and play' closer together.

Mix uses, reduce traffic speeds, and provide safe walking/rolling access to shops, local schools, parks, and playgrounds.

Make sidewalks wider, connected, and comfortable and audit intersections for safety.

Orientation, connectivity (measured in density of intersections), and easy way finding are also key to walkability.

5.2.2. Prioritize walking

Vibrant, walkable communities value local streets, mix uses, and regard streets as places for social activity, open spaces, market places, as well as movement.

Streets should generally prioritize walking, transit, biking, service vehicles, and then cars, in that order.

Walking streets, green streets, and shared streets in the right places are great strategies to support walkability and to reduce reliance on private cars.

5.2.3. Invest in Active Transportation infrastructure

Develop and promote a people-centric approach that is concerned with moving people rather than vehicles.

Reduce cars and parking on streets to make room for wider/better sidewalks, and designated, safe bike-ways.

Invest in smart/beautiful Active Transportation infrastructure, connected sidewalks and bike-ways, safe intersections, and a high-quality public realm.

Support bike and scooter share programs and develop the required regulatory controls.



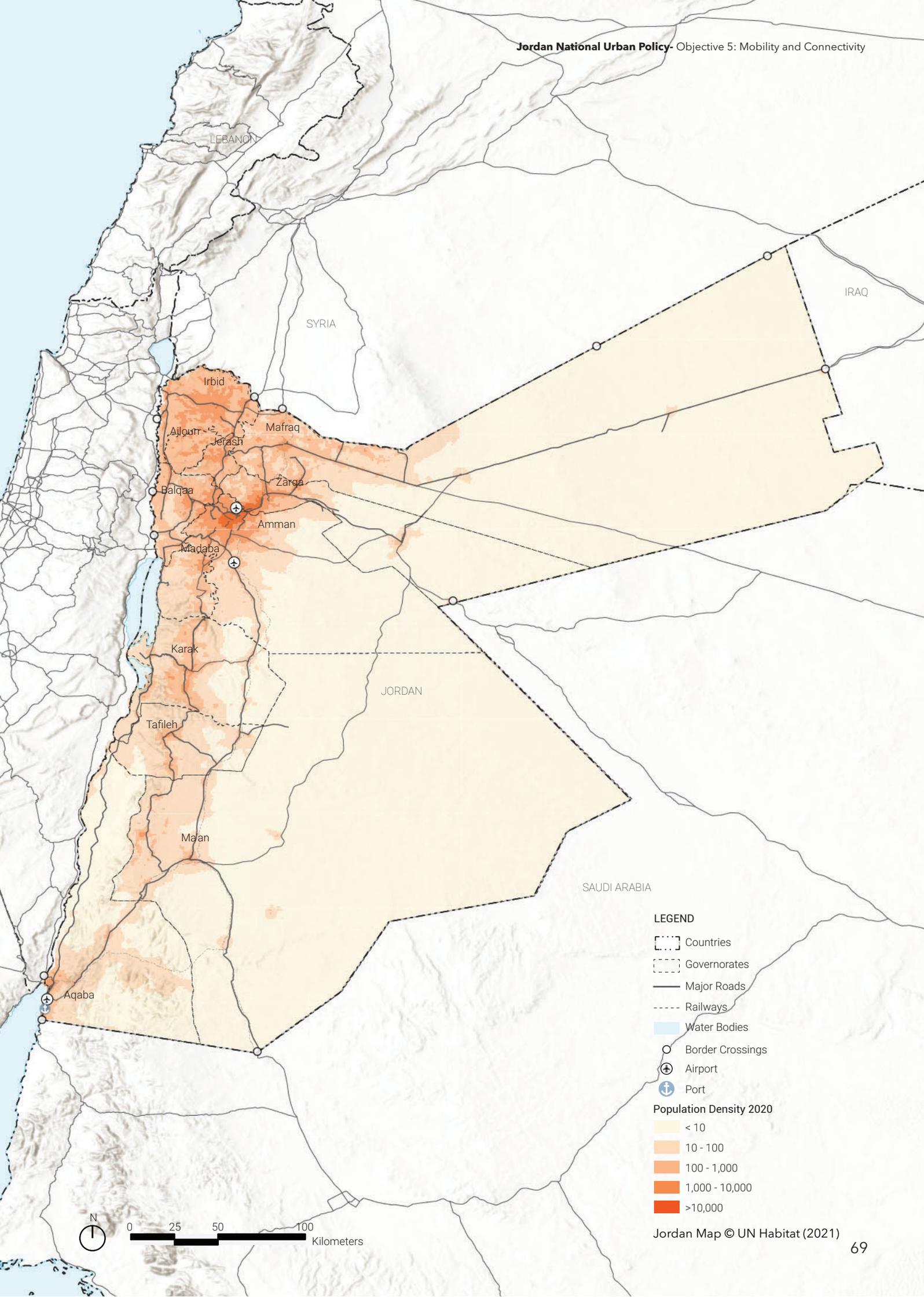
Policy 5.3. Expand and improve access to high-speed broadband internet services everywhere and for everyone

Reliable Kingdom-wide coverage of high-speed broadband internet services is fundamental for the transition to smart urban systems and efficient service delivery, and is relevant to all sectors. The Ministry of Digital Economy and Entrepreneurship can play a leading role

in encouraging and facilitating partnerships between the public and private sectors towards the delivery of electronic infrastructure. This enables the alignment and coordination of sectoral goals with the objectives of the JNUP. It additionally enables smart monitoring of the physical infrastructure and urban systems, thus providing the basis for ongoing planning and maintenance, which, in turn, brings continuous improvements at reduced costs.

5.3.1. Invest in diverse connectivity infrastructure projects of various network types and technologies to suit the different locations and needs.

5.3.2. Develop investment incentives to encourage Internet service providers to invest in high-speed connectivity and expand the infrastructure.



LEGEND

- Countries
- Governorates
- Major Roads
- Railways
- Water Bodies
- Border Crossings
- Airport
- Port

Population Density 2020

- < 10
- 10 - 100
- 100 - 1,000
- 1,000 - 10,000
- >10,000

4.6 GOVERNANCE AND MANAGEMENT





GOVERNANCE AND MANAGEMENT

People by choice or necessity come together in a place to make a better life or seek a better future. Urbanization is a constant. It is a force that cannot be stopped and it has consequences that cannot be avoided.

On one hand, a government, their programs, or their infrastructure commitments may attempt to encourage people living in rural areas to move into cities—either because of the efficiencies and advantages to people living closer together or because it may be easier to provide services, find a job, or go see a doctor. Nevertheless, on the other hand, urbanization, unless planned, organized, well-coordinated, and directed, is difficult to deal with. In some cases, it can even be devastating.

The notion of urbanization, referring to the movement of people from rural areas to urban centers, is generally considered inevitable and good for the economy.

Both propositions (the inevitability and the economic benefit) are questionable and outdated. Globally, the truth is that climate change, food security, environmental awareness, technological changes, improvements to communication, and community health are now also contributing to an urban to rural population shift, which also has many significant economic benefits.

So the definition of urbanization needs to be broadened to refer not just to urban as opposed to rural or city as opposed to countryside, but, instead, to recognize that organized and proactive growth can, and should, happen—to a small town or village, as well as in a city in urban or suburban areas.

The JNUP needs to provide the approach, tools, standards, regulations, and authority so that urbanization can be proactive and be an all-of-government and cross-sectoral initiative.

Frequently, as is the case in Jordan, governments scramble desperately and endlessly today to deal with the needs, pressures, and conflicts that result from urbanization yesterday.

This reactive posture to unplanned growth has contributed significantly to the current environmental crisis, to social inequity, to the loss of agricultural land, and to widespread unemployment.

The intention of the JNUP is for the government, at all levels, to be proactive—to know and to plan where growth should happen, what form it should take, what national interests it can advance, and how the local community needs to participate in making it happen.

Planning is the main instrument for managing growth and implementing the JNUP. To do this effectively planning itself needs to be strengthened, be better understood, and be properly recognized.

Furthermore, both the challenges and opportunities of urbanization are most directly felt at the neighborhood level. This is why it is important to develop and implement neighborhood plans as a starting point to test national urban policies and explore and develop a more collaborative, decentralized governance structure.



Objective

6. Establish clear and simple roles, responsibilities, areas of jurisdiction, and authority for all levels of government to collaboratively manage urban growth, develop infrastructure, and prepare and implement neighborhood plans.

The intent is to

- Collaboratively develop a decentralized, complementary, and coordinated governance structure, that enables efficient and effective planning for growth at the national, subnational/governorate, regional, and local levels.
- Ensure that governments at all levels are:
 - Competent in handling planning matters;
 - Committed and able to support planning as an ongoing community-based activity;
 - Committed to building infrastructure;
 - Aware and responsive to broad national urban objectives and policies;
 - Held accountable for preparing and implementing plans as well as approving projects that align with the JNUP; and
- Direct and support governments to systematically engage in and support building capacity in planning (learn by doing).



Policy 6.1. Strengthen planning

Rapid growth continues to dramatically expand many of Jordan's cities and villages. Sprawl always comes at a high fiscal, social, and environmental cost. It is also difficult to service and costly to maintain. There is a clear gap between planning initiatives, infrastructure development, and service delivery. This makes management of urban development an extremely difficult task that is subject to erratic land-use planning decisions and driven by ad hoc funding opportunities. Generally, market and land speculation forces prevail and infrastructure follows. It does not take many houses to oblige the government to provide road access and services.

Planning is generally reduced to its tools or regulations concerning land use planning, zoning ordinances, setbacks and number of floors, and permit application procedures. The result is an abundance of regulations without a foundation based on policy intentions or big ideas. Within

this context, planning becomes personal and is challenged to provide a convincing rationale or argument. It is often seen more as development control and frequently regarded as an obstacle to growth and development.

Communities must be involved in order for planning to be sustainable, understood, appreciated, and supported. The shift towards decentralization is about more than efficient and effective governance, it is additionally about genuinely believing in and supporting local governance, which highlights the need for professional competencies around planning *with* communities, not just for them.

There is an obvious need for more sustainable and effective planning approaches, as well as for consistency and agreement on a more inspiring, engaging, and progressive definition of planning. This will affect the very role of planners, communities, and civic organizations in the urbanization process.

It is of national interest to strengthen planning and to create a 'climate of planning' where plans are the main instrument for dealing with growth. The best way to start, is to start! Developing neighborhood plans is a meaningful way to (re)think planning; to engage communities, planning professionals, and educators; to inform how planning needs to be defined, understood, and taught; to connect people with planning; as well as to empower them to shape their future. The intent is to improve day to day lives, and also contribute to matters as significant as climate change.



Initiatives:

6.1.1. Take steps towards establishing Planning as a distinct profession (Begin with open discussions and putting together a task force)

The planning community at large can start by engaging in open discussions about the future of the profession, triggered by opportunities, such as the one initiated by the previous Minister of Local Administration, who formed a committee of ten planning specialists to review 'everything planning' in Jordan. Engaging in the JNUP's acupuncture projects (see following section on Implementation) is about learning-by-doing and having open, inclusive discussions about planning and the profession of planning in Jordan. Working collectively and collaboratively, a representative task force can be formed with the mission to set a road map towards establishing planning as a distinct profession. The task is huge and the road seems long, but it is necessary and starts with a first step.

6.1.2. Establish a Planning Institute (recognition as a distinct profession)

Ultimately, planning needs to be practiced and regulated as a discipline in its own right, whereby it is distinct from Architecture and Engineering, distinct in its instruments (plans) and professional competencies, distinct in its prime responsibility of protecting the public interest, and distinct in implementing the national urban policy. There needs to be a dedicated planning institution that oversees, manages, grows, and leads the profession. While it needs official government recognition, this is the domain of planning practice.

6.1.3. Develop Planning Education and Research Programs

Planning is a distinct discipline that needs to

respond to the principles outlined in the JNUP, and address its challenges and possibilities. The government also needs to support research through partnerships.

This highlights the importance and value of establishing and clearly outlining the functional and enabling competencies, as well as a Code for Professional Conduct, as a common platform for planning education and practice.

This falls in the domain of academia and higher education officials, but requires support from the national government.

6.1.4. Develop planning capacity and community understanding and awareness of planning

Assist and support cities, governments, and community representatives to develop capacity and broadly increase people's awareness of planning, the difference it can make, and how the community can be actively and openly engaged. This is about connecting people with planning. Community Design and Innovation Hubs play an instrumental role as shopfront for community-based planning operations and activities, as well as places for building local capacity (See Initiative 3.1. Create Community Design and Innovation Hubs).



Policy 6.2. Decentralize, in mandate and on the ground

A 92-member Royal Committee was recently formed and tasked to achieve broad political reform.*

* His Majesty King Abdullah appointed the chair of the Royal Committee to Modernize the Political System. "The committee's mission will be to put forward new draft election and political parties laws; look into the necessary constitutional amendments connected to the two laws and the mechanisms of parliamentary work; and provide recommendations on developing legislation regulating local administration, expanding participation in decision-making, and creating a political and legislative environment conducive to the active engagement of youth and women in public life."

It represents a shift towards local governance and decentralization.

The intent relative to the JNUP is for central government to delegate power, authority, and responsibility to regional and local governments for planning as described in this policy document. Municipalities need to be given the authority and the means to develop local capacity and create plans with community participation.

Municipalities (in the broad sense) and their councils must have the required capacity and authority, and commit to planning at their corresponding, coordinated level of governance; at the national, subnational, governorate, regional, city, and neighborhood levels.



Initiatives:

6.2.1. Review new Law on Municipalities and make necessary legislative changes

Reflect the multi-level nature of planning in the Law on Municipalities (recently launched and merged previous Law on Decentralization and Law on Municipalities).

- National level planning establishes the highest-level framework that guides and informs the other levels of planning. It defines the national interests and priorities and deals with matters like international agreements and commitments, such as climate change targets, ports, national parks, cultural assets of national significance, national infrastructure projects, housing, equity, and social justice.
- Sub-national Planning deals with regional level planning matters, such as rivers, environmental issues that do not stop at municipal boundaries, regional roads, regional transportation, growth centers, growth boundaries, land uses at a regional scale, balancing economic development and gains at a re-

gional scale, major health or education centres, or regional parks. Regions can refer to governorates or several municipalities that define a specific region, even if they fall within different administrative boundaries.

- Local Planning deals directly with local communities and the preparation of community/neighborhood plans. It is framed by regional plans. National and regional interests are captured and protected on the ground at the local level. Multi-level planning is a two-way road, whereby local planning informs the other levels of planning as much as it is framed by the higher-level plans. Community participation is easier to achieve and is much more meaningful at the local/neighborhood level. This is where urban planning touches people's lives directly.

Clearly mandate coordinated municipal (regional and local) plans as prerequisites for funding capital projects, services, and infrastructure. Clearly mandate local community engagement.

6.2.2. Pilot neighborhood plans

This initiative is about piloting neighborhood plans (plans are the main instrument for implementing the JNUP) in the spirit of learning by doing. It is about bringing together representatives from the government, academia, the profession, and the local community to develop comprehensive, community-based neighborhood plans. Framed by the JNUP objectives and policies, developing the neighborhood plan is a practical way to implement the JNUP. This is going to involve dialogue and coordination between different levels of government. Additionally, it provides an opportunity to expose and address the challenges and barriers to developing neighborhood plans and to planning in general. Furthermore, the pilot plans help to establish the idea that planning and implementing the JNUP can start immediate and effective change on the ground, which makes a difference in people's lives (see acupuncture project: Neighborhood plans).



Policy 6.3. Create and activate a National Urbanization Commission (NUC)

In Jordan, governorates vary widely in their area, role, population, urban structure, and all other aspects. What is common is that they are administrative constituents of the kingdom and form the first order of sub-national governments. Their representation in a high-level National Urbanization Commission establishes it as the keeper and guardian of the JNUP. The National Urbanization Commission (NUC) should also have representation from relevant ministries and staff. It would be responsible for moving the policy forward, ensuring that the JNUP is adopted and is implemented. Additionally, the NUC should also oversee the Monitoring and Evaluation process of the JNUP. The National Urbanization Commission's role is to:

- Work closely with the national government to ensure that the state ministries, agencies, and departments are aware of the JNUP and that the national sectoral plans are reflected in and aligned with the JNUP.
- Coordinate with governorate councils, metropolitan entities, or regional entities to ensure that subnational, regional, metropolitan, or local plans are framed within the JNUP as the national growth strategy and framework, so that the national interests expressed in the JNUP are captured and protected at the sub-sequence level plans.
- Oversee the implementation of specific policies and/or common initiatives that are not specific to the regional, city, or local plans, such as mapping nation-wide environmentally and culturally sensitive areas.
- Advise the central government on changes to the policies or resources that need to be allocated.
- Ensure that ministries work together on developing standards, programs, and initiatives related to urbanization.

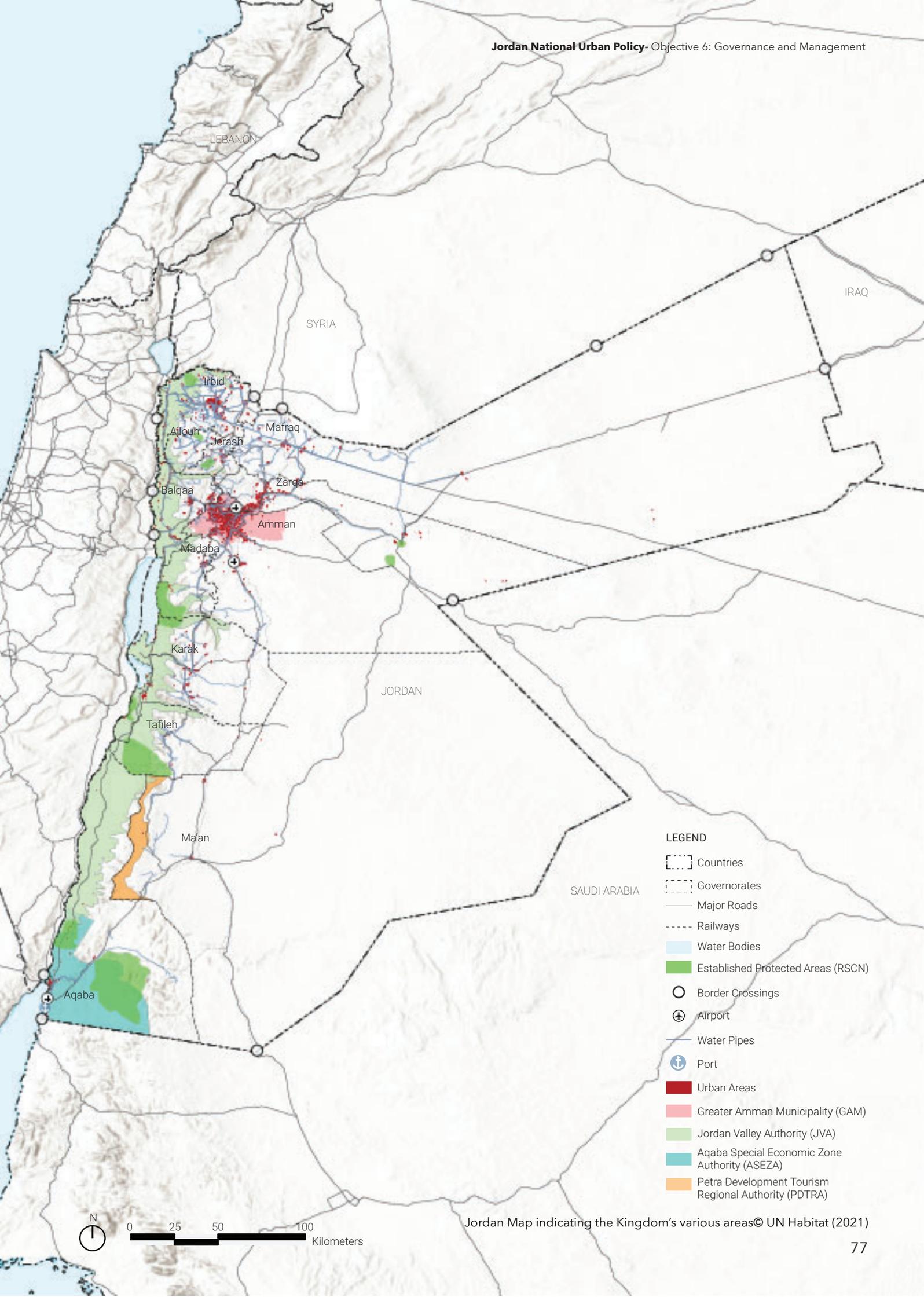


Policy 6.4. Create Community Design and Innovation Hubs (Local)

Local governance requires that communities need to be closely connected to planning and engaged in planning activities. Community-based planning needs to be framed within regional and national policies and aligned with the sectoral strategies. At the same time, local planning needs to inform higher level plans and policies. To facilitate this two-way road of bottom-up and top-down interaction and collaboration, the intent is to create community hubs that exist both physically and virtually. Community hubs are created in communities that work on their neighborhood plans. They serve multiple functions:

- Storefronts for planning (daylight), whereby they mainstream planning and make it visible.
- The go-to place when people have questions about community matters and plans, policies, and projects.
- Act as local portal to all government to make it easier to navigate government and programs.
- Build capacity.
- Serve as a research city lab to reflect on and resolve current issues as well as to think about the future of neighborhood/city (linked to university research programs) - explore, experiment, learn, evaluate.
- Be part of a national or regional network of community hubs.
- Could also be the incubation/innovation/entrepreneurship centers identified in the JNUP.
- Could act as Climate Change Action Units.
- Bring community and business together - in public/private collaborations and partnerships.

Furthermore, community hubs and platforms can also become part of a national network of hubs that support each other through sharing knowledge, experiences, tools, and resources.



LEGEND

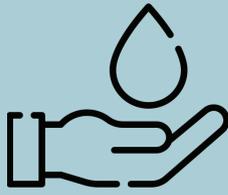
- Countries
- Governorates
- Major Roads
- Railways
- Water Bodies
- Established Protected Areas (RSCN)
- Border Crossings
- + Airport
- Water Pipes
- ↑ Port
- Urban Areas
- Greater Amman Municipality (GAM)
- Jordan Valley Authority (JVA)
- Aqaba Special Economic Zone Authority (ASEZA)
- Petra Development Tourism Regional Authority (PDTRA)



0 25 50 100
Kilometers

Jordan Map indicating the Kingdom's various areas © UN Habitat (2021)

Summary of Objectives, Policies, and Initiatives



1 Environment and Water

Grow and build sustainably with and around natural and cultural resources.

Recognize and protect significant natural assets, ecological areas, and heritage resources.

- Identify and establish geo-spatial database.
- Protect and recover significant natural assets, such as water courses.
- Reforestation, green streets, and corridors.

Manage natural resources sustainably.

- Conserve, capture, and store water.
- Invest in and support green energy technologies.

Enhance Food Security.

- Protect the agricultural land base, and encourage and support its use for food production.
- Plan for Compact form of development.
- Develop and improve community, rooftop, and urban gardens.

Improve air quality and mitigate climate change.

- Develop and activate standards for air quality.
- Develop and encourage green/smart infrastructure.
- Support and recognize building innovation, and link land use to transportation to grow around transit.
- Provide infrastructure for Active Transportation.



2 Economy and Prosperity

To create more jobs, build a more vibrant, inclusive, and green economy, and develop self-reliant communities.

Create new, green, and smart jobs in growth areas.

- Invest in infrastructure, particularly in public transit and highspeed internet.
- Reduce environmental footprint and the cost of energy.
- Provide opportunities to access jobs, with a particular focus on refugees, youth, and women.

Invest in and enhance agriculture.

- Protect fertile land and improve irrigation systems.
- Develop urban agriculture in empty lots and on rooftops.
- Support research and innovation.
- Connect rural communities to urban services, culture, and urban markets.

Advance tourism as major contributor to economic local community development.

- Improve access, accommodation, and services.
- Protect tourism assets and natural areas to improve experiences and encourage longer stays.

Create local hubs for innovation, access to services, business incubation, entrepreneurship, and integration with informal economies (Community Innovation and Design Hubs).

- Build capacity in the population, with particular emphasis and support for women and youth.

Relocate and rehabilitate non-compatible industrial and farming activities.

- Reduce pollution and waste impact.
- Integrate with community.
- Enhance special economic free zones to share benefits.
- Improve/integrate supply chains.



3 Form of Development

Create smart, compact, self-reliant, and diverse 24hr neighborhoods around people, public transit, and green infrastructure.

Adopt the walkable and people-friendly Neighborhood as the basic increment for city growth

- Establishing parks, squares, streets, and public institutions as the skeleton around which community is built.
- Create multifunctional streets.
- Provide services and amenities.
- Provide public institutions.

Engage the community in shaping its own future.

- Build local capacity in planning, designing, and developing neighborhoods.
- Create innovation centers.
- Provide business incubation support.
- Establish a portal.
- Introduce concepts such as Participatory City - Learning by doing.

Develop housing as basic infrastructure.

- Develop guidelines and standards for the form of housing.
- Match Supply with Demand.
- Reduce housing Costs.



4 Liveability-Quality of Life

Improve the quality of the public environment and establish housing, education, and health as social infrastructure that leaves no one behind.

Create places and services for healthy and enjoyable living for everyone.

- Consider the needs of all community groups and people of all abilities in the planning and design of public and recreational spaces through engagement, universal design, and the development and enforcement of relevant codes.
- Improve the quality of existing and new public spaces (streets, squares, and parks) through each plan, every infrastructure project, as well as all development and placemaking initiatives.

Provide a mix of integrated affordable housing types to suit diverse household needs with convenient access to services.

- Provide a choice of integrated affordable housing in response to diverse household needs.
- Locate housing in proximity to social, educational, employment, cultural, and recreational activity.

Reduce the dependence and reliance on private vehicles

- Provide and raise awareness around reliable alternate transportation options, including public transit and active transportation.
- Reduce travel demand and distances.
- Disincentive the use of private vehicles.

Reclaim the role of streets as places for human interaction and activity.

- Redesign and reinvest in streets as attractive and active public spaces.
- Establish standards for the quality of streetscape elements.
- Re-classify roads and streets typologies based on levels of human activity and their role within the specific community context, rather than levels of service, and define the necessary corresponding street elements.

Engage and meet the needs of underrepresented and vulnerable community groups.

- Identify and engage vulnerable and underrepresented community groups.
- Prioritize actions that build the resilience of vulnerable and underrepresented community groups.
- Upgrade and develop activities and programs for youth and women.



5 Mobility and Connectivity

Develop and build sustainable transportation and internet infrastructure focused on people and improving accessibility for everyone- as the key to healthy thriving communities and building human capital.

Shift from car dependency to public transit as the obvious, empowering, most efficient, and best choice for everyone.

- Establish public transit as a strategic, nation-wide, and multi-level initiative of high priority.
- Align public transit initiatives with the bigger idea of a nation-wide public transit system.

Improve Walkability and infrastructure for other forms of Active Transportation.

- Plan and design for 'walkability': Provide a reason to walk. Make walking a safe, comfortable, and interesting experience.
- Prioritize walking.
- Invest in Active transportation infrastructure.

Expand and improve access to high-speed broadband internet services everywhere and for everyone.

- Invest in diverse connectivity infrastructure projects of various network types and technologies to suit the different locations and needs.
- Develop investment incentives to encourage Internet service providers to invest in high-speed connectivity and expand the infrastructure.



6 Governance and Management

Establish clear and simple roles, responsibilities, areas of jurisdiction, and authority for all levels of government to collaboratively manage urban growth, develop infrastructure, and prepare and implement neighborhood plans.

Strengthen planning.

- Take steps towards establishing Planning as a distinct profession (Begin with open discussions and putting together a task force).
- Establish a Planning Institute (recognition as a distinct profession).
- Develop Planning Education and Research Programs .

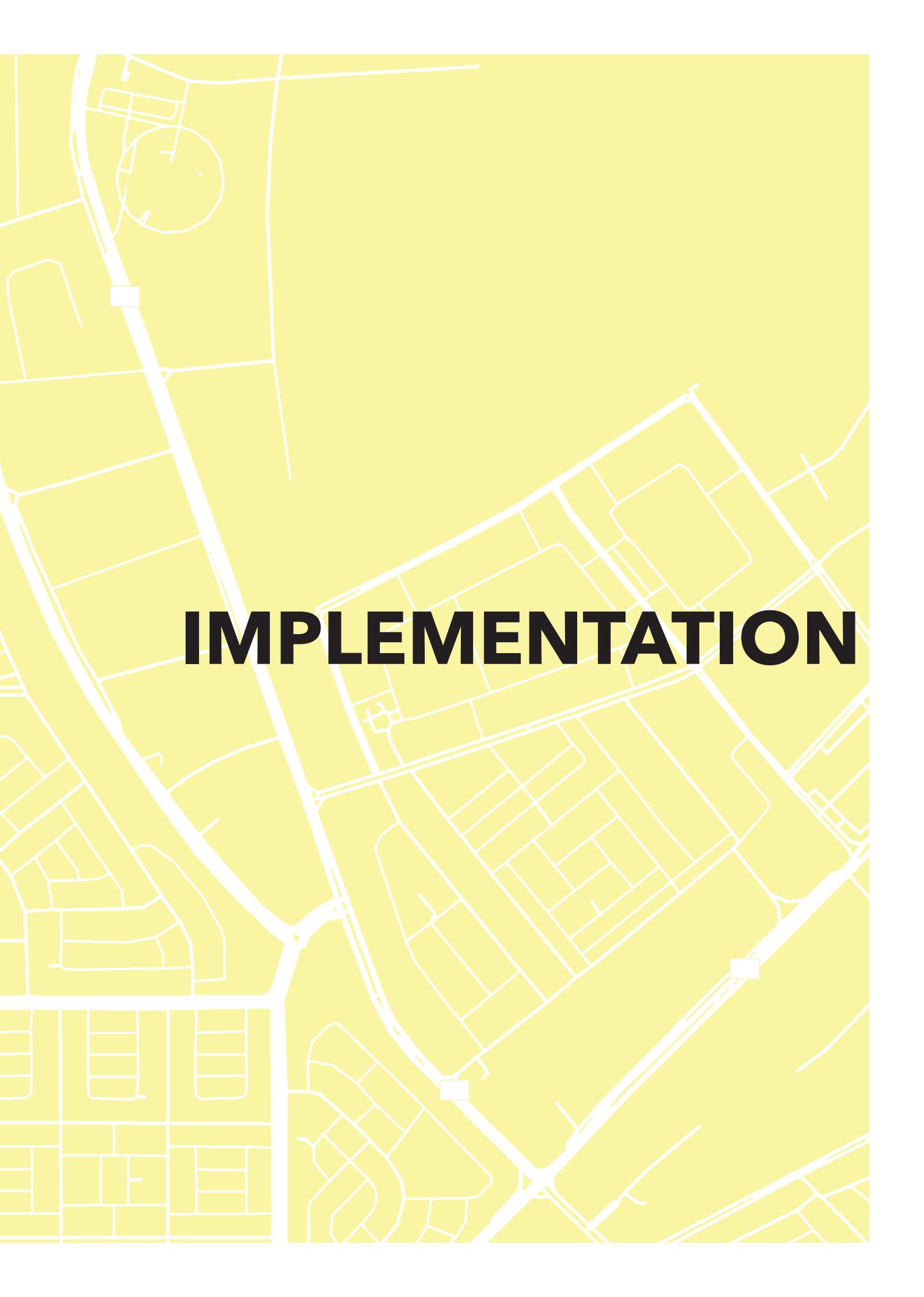
Decentralize, in mandate and on the ground

- Review new Law on Municipalities and make necessary legislative changes.
- Pilot neighborhood plans.

Create and activate a National Urbanization Commission (NUC).

Create Community Innovation and Design Hubs (Local).





IMPLEMENTATION

5. IMPLEMENTATION

Introduction

The Jordan National Urban Policy is based on proactively seeing urban and rural growth as opportunities to address challenges and harness opportunities that emerge from urbanization.

Policies are intended to determine where growth should happen, the form it should take, and the infrastructure necessary to serve it. The policies are also to ensure that urbanization contributes to equitably improving the quality of life, as well as fueling national prosperity, and meeting climate change objectives.

The policies build on Jordan's enormous human, natural, and cultural assets and respond to the most significant and urgent challenges of the moment. They represent the change that Jordan needs now.

It is understood that change takes time; that it is not linear; that it has to include community and requires a new attitude as well as a more creative and collaborative way of thinking and acting across ministries and different levels of government.

Implementing the JNUP cannot be left to chance, nor can it simply be delegated to one ministry or an existing committee. It requires structural changes in how governments work together, and how planning is perceived and practiced. It needs to include people in an accessible and participatory process, which improves the environment, the economy, the form of cities, the quality of life, and mobility.

In this light, it is necessary, but not sufficient, to have and adopt a National Urban Policy. It is additionally necessary, but not sufficient, to develop a new decentralized governance model and allocate responsibilities and timelines for implementation. It is necessary to establish principles to guide and evaluate how

the policies work and the difference they make; However, that too is not enough.

The change described by the JNUP won't just happen. Standing still is not an option. Urbanization is like a garden; It needs fertile ground, sunlight, water, the right seeds, and then careful tending every day.

For the JNUP to serve as a vehicle for moving forward, it has to capture people's hearts and stir the collective imagination. It has to be seen as a guide that leads to a better future and tangibly touches people's daily lives. It has to start immediately, and it will never be complete.

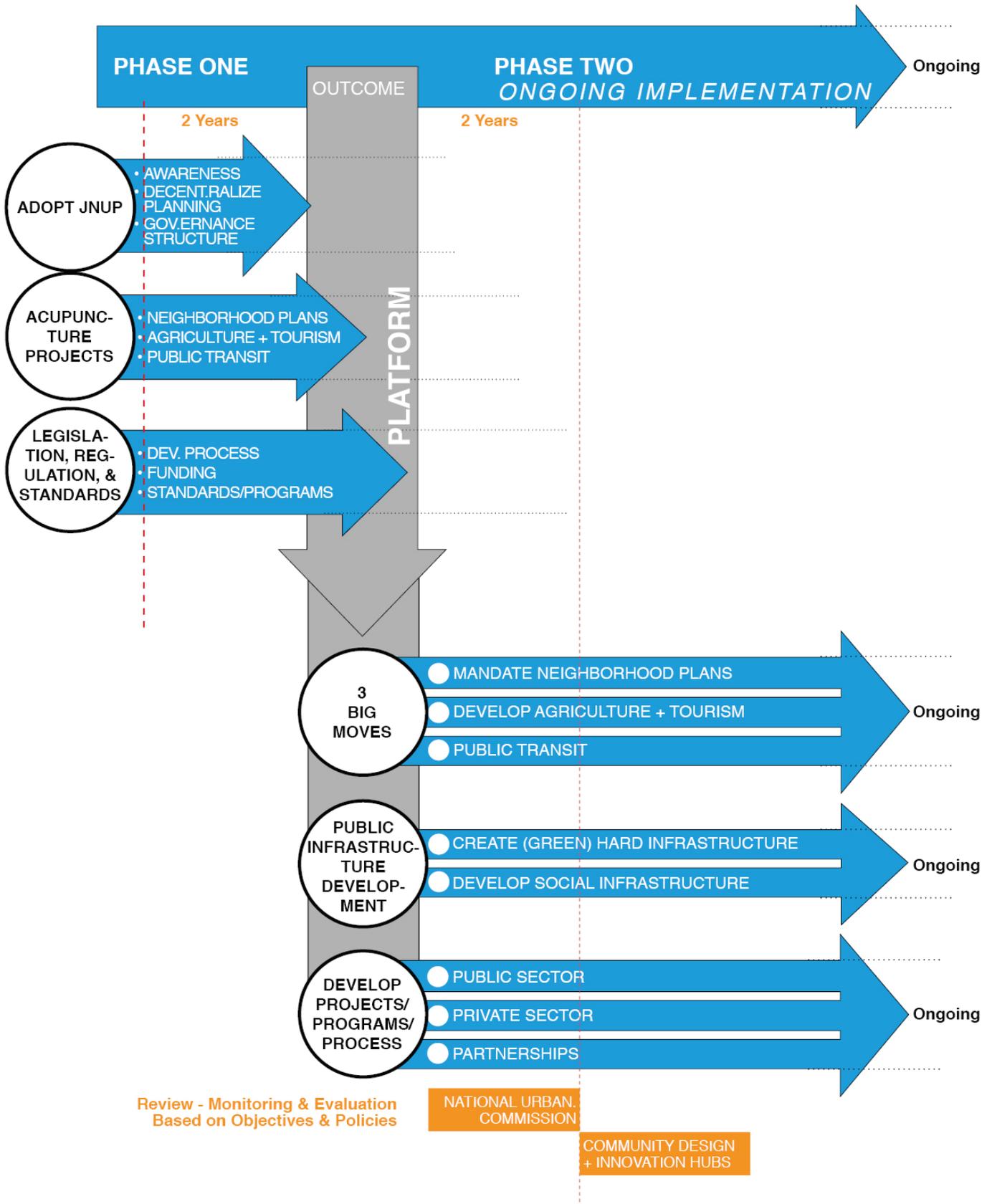


Figure 6 Implementation of the JNUP.

Implementing the JNUP has two phases: Building the JNUP Platform and Ongoing Implementation.

Phase 1. Building a platform over a two-year period.

This phase is about creating an enabling and effective 'climate' of planning for implementing the JNUP- the platform. It ensures sustained and successful ongoing implementation of the JNUP.

Over a two-year period, and upon official approval and adoption of the JNUP by the Prime Ministry, the platform will:

- Establish the National Urbanization Commission (NUC) to oversee and lead the ongoing JNUP activities, coordination, and management.
- Launch the JNUP through a nation-wide communication program.
- Build governance structures and processes.
- Initiate and fund acupuncture projects.
- Strengthen planning as a key instrument for implementation.
- Develop tools, models, standards, funding mechanisms, and a regulatory framework, which are essential for the sustained and successful implementation of the JNUP.

This shall be done in conjunction with working on impactful acupuncture projects (Neighborhood Plans, Agriculture and Tourism, and Public Transit) that strategically intersect with the six urbanization objectives.

Phase 1 serves as an essential platform or foundation that will enable, fuel, and direct ongoing implementation.

Phase 2. Ongoing implementation is based on the platform and proposes over a ten-year period (with formal reviews at regular intervals and constant reflection) to:

- Mandate neighborhood plans and creatively, sustainably, and collaboratively develop a National public transit system that connects neighborhoods while supporting and fueling agriculture/food security and tourism/cultural development.
- Develop hard and social infrastructure consistent with Jordan's Green Growth National Action Plans that are inspired and tuned to build on the opportunities offered by urbanization. It will involve all ministries in advancing the policies and initiatives identified in the JNUP across jurisdictional boundaries.
- Implement the JNUP everyday through every plan, project, and program (in the public, private, or partnership sectors) and at every stage of its development- from concept, to design, to building- in order to ensure that all objectives, policies, initiatives, and standards are fully met.

Phase 1- Building the Platform for Implementation

The platform is intended to:

- Create governance structures and processes, and extend broad public awareness, understanding, and support for the JNUP. Awareness and understanding are essential for effective community engagement. Planning needs to be decentralized.
- Strengthen planning (as a process and product) as a profession, practice, education, and research. Planning is a key implementation instrument.
- Develop tools, models, projects, development standards, a regulatory framework, and funding mechanisms as a bases for the long-term implementation of the policy.

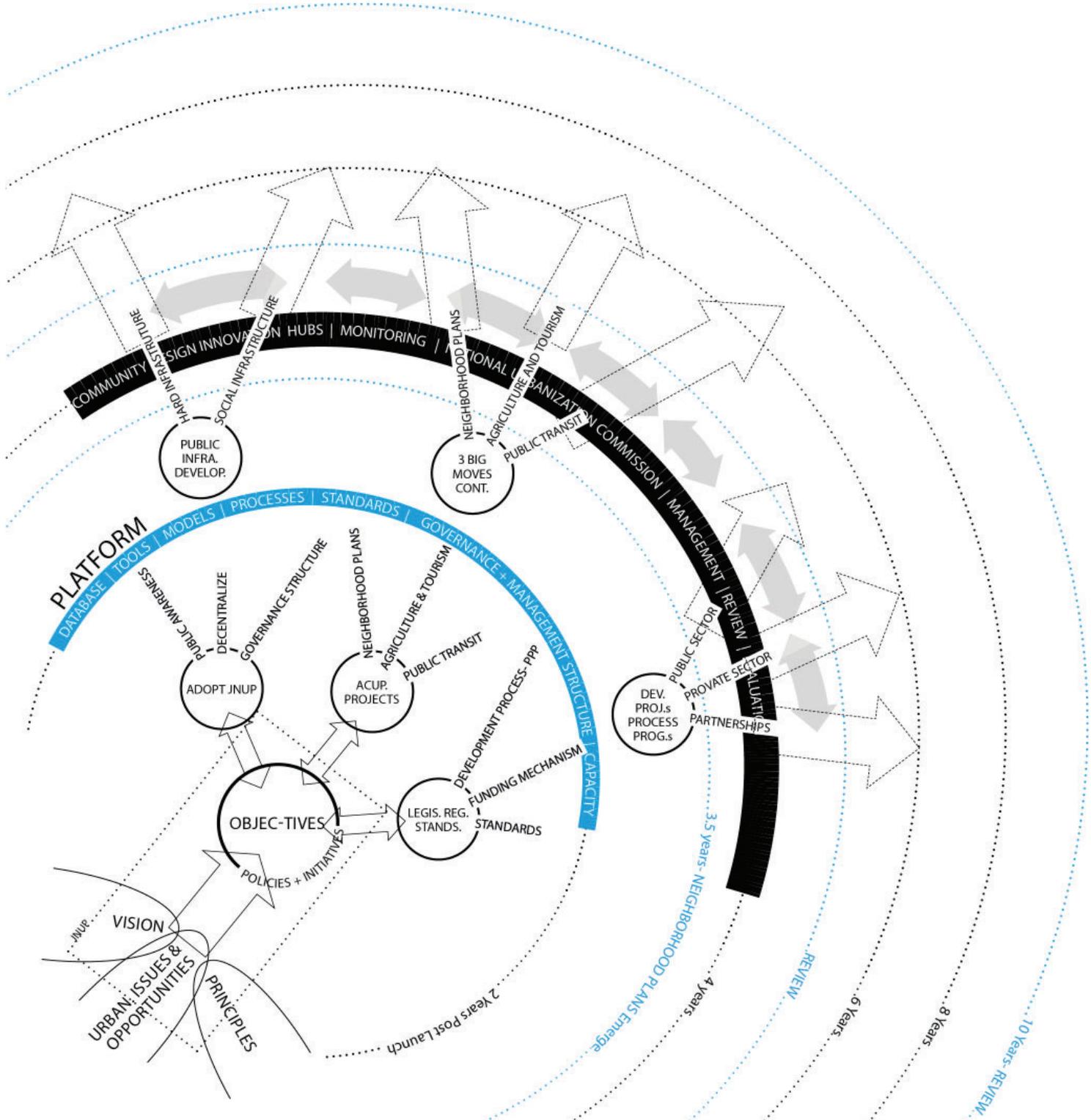


Figure 7 Implementation Phase-1: Building the JNUP Platform

The approach to develop the platform is to focus on 3 interrelated activities:

1. Adopting the JNUP, which includes:

- Approving the policy at the highest level of national government (Prime Ministry) and launching a national campaign to raise popular awareness, understanding, and support for the policy (including youth and women).
- Decentralizing and strengthening planning, and recognizing it as the key instrument for the implementation of the JNUP.
- Creating the government and management structure described in the policy- specifically creating the National Urbanization Commission- which will oversee the JNUP implementation, assume responsibility for creating the platform, and create/fund Community Innovation and Design Hubs at the community level.

2. Commencing a number of acupuncture projects in three fields that are essential to implementing the policy:

- Neighborhood plans (community-based)
- Agriculture and Tourism
- Public transit

Each of these initiatives makes an immediate and visible difference on the ground and effectively contributes to raising awareness and increasing community engagement and understanding.

They are all key to achieving the six urbanization objectives identified in the JNUP (Environment and Water, Economy and Prosperity, Form, Quality of life, Mobility, and Governance and Management).

Individually and jointly, they serve as a venue and opportunity to develop tools, models,

standards, funding mechanisms, and a regulatory framework for ongoing implementation through plans, projects, programs, and infrastructure development. More specifically:

- Community based neighborhood plans will deal with urbanization through redevelopment of established urban areas, suburban intensification and infill, and growth in rural areas. They will:
 - Adopt the walkable neighborhood as the increment for community planning.
 - Build local capacity through the development and implementation of the plan.
 - Bring government, community, and planning professionals, practitioners, and academics together to learn-by-doing and strengthen planning as a profession, practice, education, and research.
 - Establish that development/redevelopment happens around significant natural resources, cultural assets, and around public transit.
 - Produce a model for neighborhood planning (vehicle for implementing all 6 policy thematic areas).
 - Create local Community Innovation and Design Hubs.
- Agriculture and Tourism are intentionally selected as specific acupuncture projects at the intersection of the damage that urbanization has caused and the potential and promise that exists to creatively determine the future of urbanization in Jordan. They touch on major issues in each of the six policy areas.

Agriculture and tourism are the natural, historical, and cultural assets that need to be protected and recovered, they determine where growth or redevelopment should happen, as well as the form it should take. They also benefit the economy, resilience, food security, and long-term sustainability.

- Public Transit requires urgent attention. It represents a major shift from car dependent urban form, and is transformational in urban, suburban, and rural areas. It will positively affect:
 - The environment, whereby it plays a major role in fighting climate change.
 - Quality of life and health, especially when integrated with active transportation networks.
 - Economy by improving access to education and job opportunities, and benefitting household economies as compared with private car dependency.
 - Equity, especially for women, youth, and other vulnerable/underrepresented groups.
 - Form of growth, as the current form is not sustainable.
- Establish the process, mechanisms, tools, and responsibilities to review existing and develop new regulations, standards, and authority related to agriculture and tourism, public transit, housing, water, and climate change. In addition to effectively implementing several JNUP policies, this initiative will serve as an important part of the platform for ongoing implementation.
- Establish, review, and approve process(es) for development of infrastructure, neighborhood plans, and projects (public, private, and partnership) at the site/concept development, project design, and building approval stages. Creating clear, consistent, open, and timely processes is important to decentralizing decision-making, bolstering the credibility of the JNUP, and establishing a national mandate for community planning.
- Develop systems/strategies for consistent, reliable, and ongoing funding for municipal/local governments that will allow for ongoing implementation of plans, capacity building, infrastructure; streetscape, and place making improvements.

Building community around public transit is proving to be one of the most important urban planning lessons emerging from the 20th century. Public transit is transformational. It requires a committed, empowered, responsive, and collaborative National Transit Authority to be advanced. It needs to be seen on the ground, accessible to all, and of high quality for it to be viable and supported as the priority choice for mobility.

3. Review, revise, and develop regulation, standards, and targets related to plans; public, private, and partnership projects; and public infrastructure development across ministries and sectors.

In this phase of implementation, attention will be focused on climate change, housing, and water in addition to- and/or in conjunction with- the three acupuncture areas (neighborhood plans, agricultural and tourism, and public transit).

Explore:

- Allowing local governments to impose and collect or share in development charges, property and business taxes, tax on empty developable urban land, and tax on unoccupied buildings;
- Bonusing systems, which, in exchange for additional development, contribute to developing/ improving public infrastructure;
- Value added taxes related to rezoning - applicable to TOD; and
- Cost-sharing partnership agreements at different levels of government

PHASE-1: PLATFORM FOR IMPLEMENTATION- Governance Structure, Tools, Capacity, Development Process, Funding Programs, Standards, Models

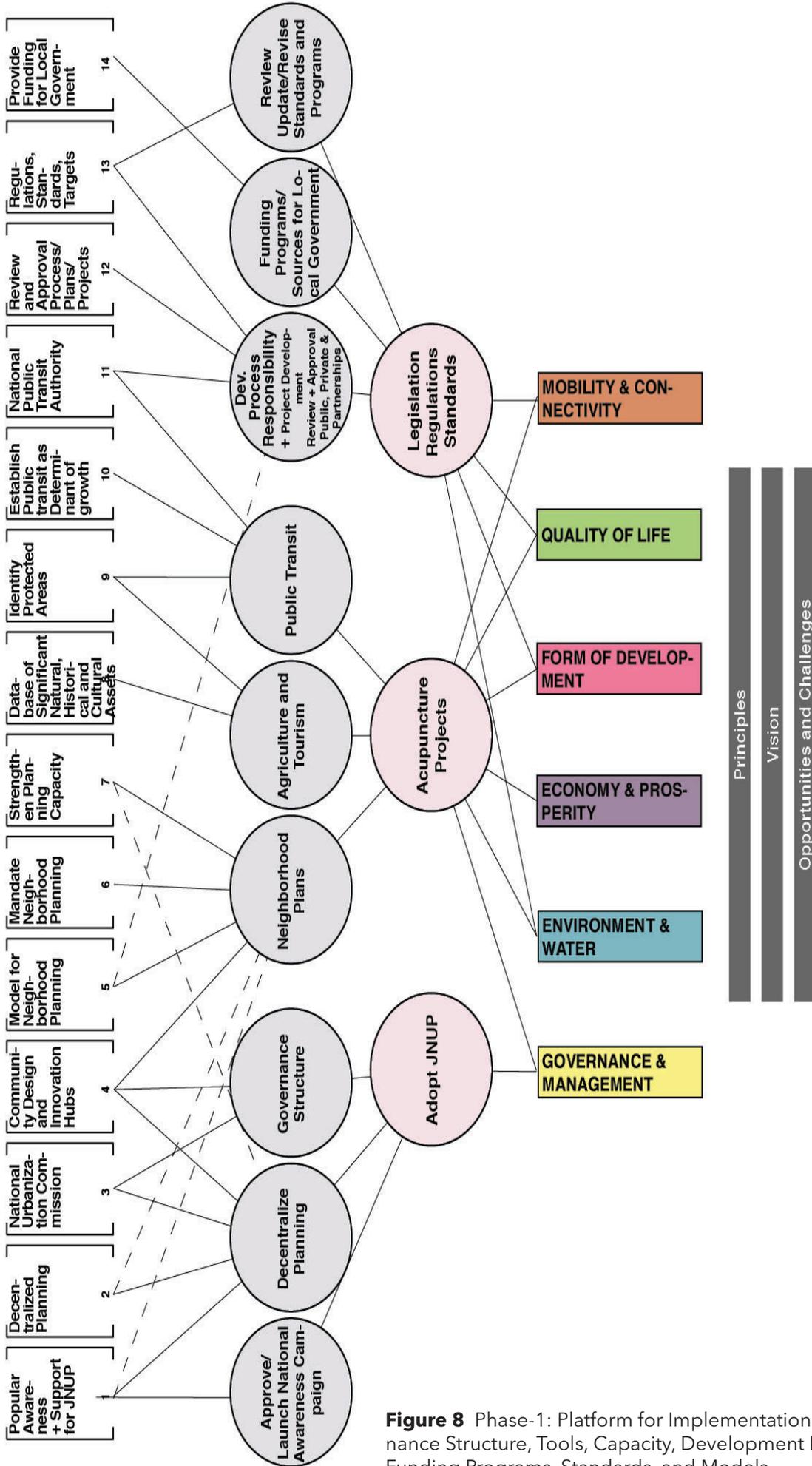


Figure 8 Phase-1: Platform for Implementation- Governance Structure, Tools, Capacity, Development Process, Funding Programs, Standards, and Models.



Rainbow Street, Amman, Jordan © UN Habitat (2022)

Table 1 The JNUP Platform.

PLATFORM OUTCOMES (Tools/Process/ Structures/ Standards)	INTENTION (As base for...)	POLICIES IMPLEMENTED	ACTIVITY (How it is Done)
Broad Popular Awareness and Support for the JNUP	<ul style="list-style-type: none"> - Making the JNUP visible and inspiring. - Community engagement. - Open Government and accountability. 	3.2	<ul style="list-style-type: none"> - Approve of the JNUP at the highest level (Prime Ministry). - Launch a national JNUP information and awareness campaign. - Initiate community engagement in acupuncture projects (neighborhood plans, agriculture and tourism, and public transit). - Create local Community Innovation and Design Hubs to ensure the ongoing local visibility of the JNUP.
Decentralized Planning	<ul style="list-style-type: none"> - Local responsibility and authority for the implementation of the JNUP through planning. 	6.2	<ul style="list-style-type: none"> - Complete effort currently underway to change governance structure and establish a framework for the implementation of the JNUP at the local level. - Build acupuncture projects.
National Urbanization Commission	<ul style="list-style-type: none"> - A national management and implementation structure for the JNUP. 	6.3	<ul style="list-style-type: none"> - Establish and fund the NUC (National Urbanization Commission) to oversee, direct, and coordinate the implementation of the JNUP.
Community Design and Innovation Hubs	<ul style="list-style-type: none"> - Making the JNUP and planning visible locally. - Encourage community participation and planning. - Build capacity. - Track performance (JNUP + climate change). 	6.4, 2.4, 3.2	<ul style="list-style-type: none"> - Create Community Design and Innovation Hubs as local storefront operations (in conjunction with neighborhood plan preparation).
Model for Neighborhood Planning	<ul style="list-style-type: none"> - Provide a process/template for local plans. 	3.1, 3.2, 4.1, 4.2, 4.5	<ul style="list-style-type: none"> - Produce model in conjunction with neighborhood plans - acupuncture projects.
Mandate Neighborhood Planning	<ul style="list-style-type: none"> - Develop proactive local plans to capture the opportunities that come from urbanization. - Receive national funding and support for local infrastructure/ services/governance (JNUP implementation). 	3.1, 4.2, 6.2	<ul style="list-style-type: none"> - National encouragement and support for neighborhood plans through: <ul style="list-style-type: none"> ■ Funding. ■ Capacity building. ■ Community enterprise development.
Strengthen Planning	<ul style="list-style-type: none"> - Produce effective plans. - Build capacity. - Recognize the profession. - Improve planning practice, education, and research. 	6.1	<ul style="list-style-type: none"> - Use acupuncture projects as a basis for: <ul style="list-style-type: none"> ■ Building capacity. ■ Collaborative development, legislation, and regulations regarding the development of planning as a distinct profession, education, practice, and research.
Database of Significant Natural, Historical, and Cultural Assets	<ul style="list-style-type: none"> - Establish possible growth/redevelopment areas. - Identify assets that need to be recognized, restored, or revitalized. 	1.1, 1.2	<ul style="list-style-type: none"> - Survey, review, consolidate, map, and digitize national assets as the base for planning.

PLATFORM OUTCOMES (Tools/Process/ Structures/ Standards)	INTENTION (As base for...)	POLICIES IMPLEMENTED	ACTIVITY (How it is Done)
Project areas of national and local significance	- Identify where development can happen and the form that it can take.	1.1, 1.2, 2.5	- Legislate, develop programs, and provide incentives to build on natural, historic, and cultural assets, including Agriculture and Tourism acupuncture projects, such as community gardens.
Public Transit as Determinant of Growth	- Develop concept and strategy for building a national public transit system that determines the form, location, and pattern of urbanization, and builds on its economic, social, cultural, and environmental benefits.	4.3, 4.4	- Use the acupuncture projects as an opportunity to: <ul style="list-style-type: none"> ■ Develop the concept and build both community awareness and the support for public transit. ■ Identify, demonstrate, and value the benefits of transit, particularly as related to: <ul style="list-style-type: none"> • Growth throughout Jordan, including rural areas. • Protection of natural, historical, and cultural areas. • Climate change. • Health- quality/active transportation. • Equity- housing affordability and mobility for young, elderly, people with disabilities, and women. • Economic development by connecting people to work and attracting more businesses and tourism.
National Public Transit Authority	- Developing, managing, and implementing public transit as a priority across natural, jurisdictional, and social boundaries.	4.3, 5.1	- Create a national authority to develop, build, and operate nationwide and integrated public transit network as the first choice and the best option for everyone.
Review and Approval Process for Plans and Projects	- The development, review, and approval of plans and project is the primary means of implementing the JNUP.	6.1	- Establish processes for the development, review, and approval of local plans, infrastructure, and private sector development projects in conjunction with strengthening planning, decentralization, building local capacity, and neighborhood planning acupuncture project.
Regulations, standards and targets for specific policies (across ministries)	- Consistent base standards relating to each policy area.	6.3, 1.4, 2.1, 2.2, 2.3, 3.3, 4.2, 5.3	- Acupuncture projects serve as the basis for consolidating existing standards and establishing/testing changes (including more performance based).
Funding Local Government	- Foster local autonomy and resilience. - Serve as base for place-making.	6.2	- The National Urbanization Commission will review and determine consistent funding mechanisms (legislation) for municipal governments to assume a leading role in planning development control and the local implementation of the JNUP. - Includes funding for Community Innovation and Design Hubs.

Phase Two: Ongoing Implementation

Ongoing Implementation is based on the platform developed in Phase 1, which provides the relevant tools, models, process, standards, and structures to effectively and collaboratively implement the JNUP. This ongoing implementation has three parts.

Over a two period, and upon official approval and adoption of the JNUP by the Prime Ministry, the platform will be responsible of supervising and monitoring the progress of the:

1. 3 big moves focused on implementing

- Mandate neighborhood plans.
- Development of agriculture and tourism.
- Building public transit.

These moves are foundational and transformative, and require immediate and ongoing attention.

2. Public infrastructure and programs

- Hard infrastructure and programs.
- Social infrastructure and programs.

These are mainly the responsibility of the public sector. They establish a framework for private sector development.

3. All development projects in the private or public sectors from concept to building to operation provide an opportunity to implement the JNUP. This can only be managed and monitored at the local level with review by the National Urbanization Commission.

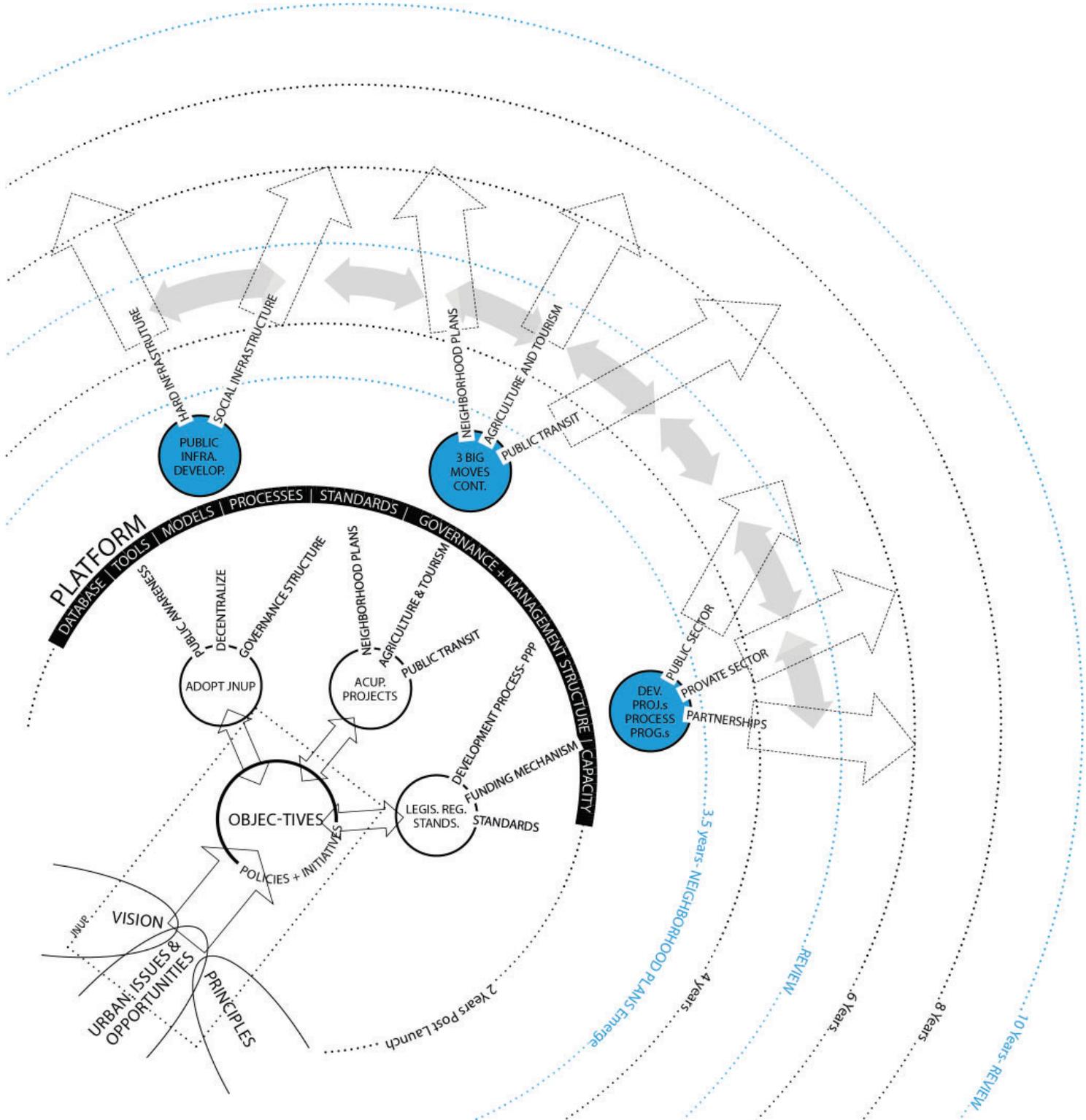


Figure 9 Implementation Phase-2: Ongoing Implementation

1. Three Big Moves

- Mandate neighborhood plans.
- Develop agriculture and tourism.
- Build public transit.

All three moves align with and are enabled by the platform established in Phase 1 of implementation. They also represent a dramatic shift from the current situation in Jordan, whereby all three need immediate attention throughout the country and all three significantly contribute to implementing each of the six policy areas. The National Urbanization Commission will assume broad responsibility for advancing the 3 big moves.



Figure 10 Three big moves.

■ Mandate for Neighborhood Plans

Community-based neighborhood plans are the key instrument for the implementation of the JNUP. The platform increases public awareness and understanding of planning, establishes a governance structure, strengthens the profession, builds capacity, and provides a model for community-based planning.

The mandate for neighborhood plans is essential to implementing the JNUP. To ensure that there is uptake throughout the country, the mandate can include incentives and support for local government through shared funding, capacity development, and a commitment to establishing local Community Design and Innovation Hubs.

■ Develop Agriculture and Tourism

Agriculture and tourism are not just important sectors of Jordan's economy with great potential to grow and flourish through proactive urbanization; They, more importantly, represent the two major assets of, firstly, natural resources (the land, water, vegetation, and sunlight) and, secondly, historic, archeological, and deeply rooted cultural resources that connect Jordan to the earliest human settlements and the story of civilization. Over the last 80 years, urbanization in Jordan, in many instances, has largely been at the expense, and the loss, of natural and historic/cultural assets. The JNUP now offers an opportunity to protect, restore, and celebrate these defining qualities of Jordan. Natural and historic/cultural assets need to be identified,

mapped, and recognized as the assets and constraints around which new neighborhoods are planned. Similarly, redevelopment of existing urban areas should serve as an opportunity to recover resources.

The platform will identify these resources, map them, and provide a data base that establishes boundaries for developable/re-developable areas. This documentation is an essential component and the foundation for proactive neighborhood planning. This aligns the JNUP with, complements, and adds priority and momentum to the existing National Strategies on Agriculture and Tourism, such as the National Strategy for Agricultural Development 2016-2025 and the Jordan Tourism Strategy 2021-2025.

The JNUP positions agriculture and tourism as more than economic drivers. They should be considered anchors around which communities are built. They are not just about economic development, but really about community development. They determine where growth happens and the form it takes, as well as provide local jobs, attract new enterprise, deal with food and water security, support climate change, and improve the quality of life.

A green city is also a tourist attraction. Tourist attractions can also serve as open spaces and local gathering places, and provide opportunities for new and better local infrastructure and services for all residents.

■ Build Public Transit

For the last 80 years urbanization has happened around roads and highways, as well as streets that accommodate the ever-increasing amounts of traffic. During that period, streets became corridors for movement and parking of vehicles. The industrial revolution fed urban development, separated home from work, created sprawl, congestion, and the decline

of downtowns and main streets. It affected the form of development, the quality of life, and created many inequalities, particularly in cities like Amman, which grew quickly without any investment in mass public transit, such as subways or commuter train systems.

It is now clear in Jordan, and around the world, that the car dependent city is not sustainable, contributes to climate change, and affects our health, our individual economic well-being, and our national prosperity. It additionally affects public space and impacts our social wellbeing. It is clear that change is urgently needed, and, at this moment of technological change, it is possible. The transformative move is to create communities that are walkable and self-reliant around public transit that connects people, places, and resources.

Public transit is a key transformative move that allows urban streets to redevelop, suburbs to intensify around urban quarters, and rural areas to become vibrant centers. Youth, seniors, the poor, the people with disabilities, and refugees can be connected to services and jobs across the country.

Public investment in public transit is essential and has many benefits. It has to precede urbanization. We need to plan around and with public transit.

A National Public Transit Authority will lead this initiative.

2. Public Infrastructure and Program Development

Public infrastructure and program development Includes:

- Hard infrastructure and programs, such as open space, transportation and logistics, street typologies, water, energy, utilities, heritage, natural resources, and housing.
- Social infrastructure and programs, such as education, training/capacity building/entrepreneurship, daycare, health, home care, social services, justice, food systems, and climate change.

Development and building of each component of public infrastructure or program needs to demonstrate how it is implementing areas of the JNUP and show how, beyond meeting current needs, it proactively serves, makes room for, and effectively structures future growth. Infrastructure plans require input from the host community(ies) and all levels of affected government. Funding for infrastructure development would normally come from the national government. Building may be through multilevel cost sharing agreement(s) or public, private, and people, partnerships (PPPP).

3. Development of All Projects, Programs, and Processes in:

- The public sector, such as public buildings, streetscapes, placemaking, waterfronts, and highspeed internet.
- The private sector, such as site development proposals/plans and buildings/uses.
- Partnerships, such as services, housing, public improvements, and large mixed use TODs.

Every project in every sector—from site planning to concept development and design to building—needs to demonstrate how it is implementing all pertinent urbanization policies at each stage, from development to construction and operation.

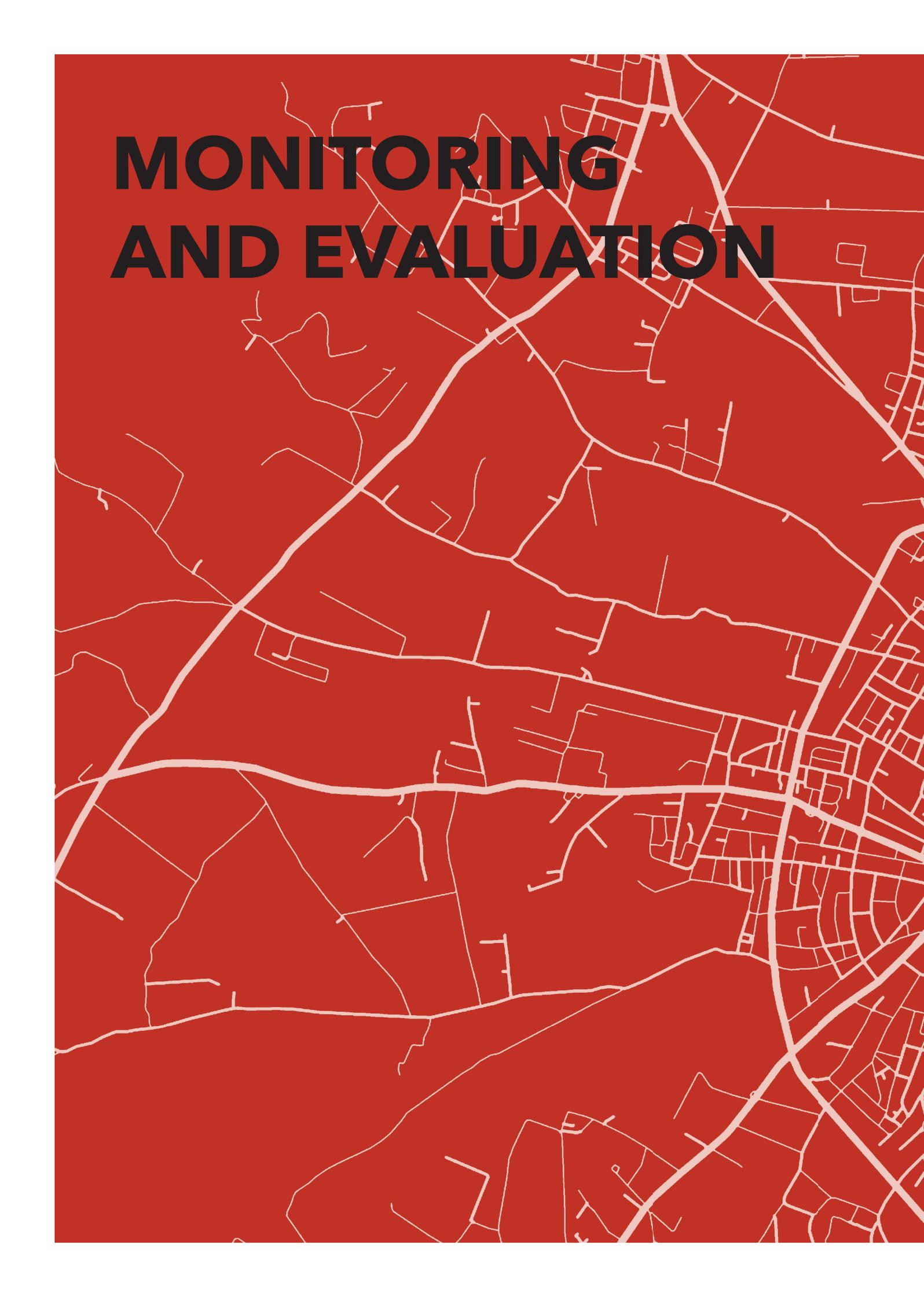
Throughout the development and approval process projects need to be accessible to the community at the local Community Design and Innovation Hub. Opportunities need to be provided for community input as part of the prescribed review and approval process.

Decisions on urban development projects are made at the local level and may be subject to review or appeal at the municipal, governorate, or National level.

This process for the implementation of urbanization policies through each project is dependent on neighborhood plans, local planning capacity, and an informed and engaged community.

These are the ingredients that the platform needs to create.



The background of the entire page is a solid red color. Overlaid on this is a white line-art map of a city street grid. The map shows a complex network of streets, with some major thoroughfares being thicker than the others. The grid is not perfectly rectangular, with some streets curving or branching. The text is positioned in the upper left quadrant of the page, over the red background.

MONITORING AND EVALUATION



6. MONITORING AND EVALUATION

NUPs are instruments for supporting the New Urban Agenda and the Sustainable Development Goals (SDGs), particularly SDG11 on Sustainable Cities and Communities, which is intersectional in nature and associates with the other SDGs. Achieving the objectives of the JNUP requires a sound evaluation and monitoring framework for a proper analysis and evaluation.

Monitoring and Evaluation (M&E) is the final phase of the JNUP project. While it follows implementation, many aspects of M&E are intertwined and developed in all phases.



Monitoring is a continuous process of gauging the progress of the planned activities. It provides information (measures) on the progress or delay of the activities, relative to targets.



Evaluation, on the other hand, is a systematic and objective examination concerning the relevance, effectiveness, efficiency, and impact of activities in the light of specified objectives. Information from systematic monitoring also provides critical input to evaluation.*



Review, in the context of the JNUP, refers to the regular examination of the policy (content) and the revision of the policies as necessary, based on and in alignment with any new policy direction contained in other national plans, local plans, new circumstances or emerging issues, and/or outcomes and feedback from the JNUP evaluation. Public engagement is vital in the review process and should help capture any relevant or previously overlooked matters.

M&E requires developing a framework, setting baselines, and identification of targeted outcomes, key indicators, and other performance criteria.

Developing the M&E framework is initiated along with Phase 1 of Implementation (the JNUP platform). The activities during these first two years of implementation are interconnected and cross-fertilizing. They involve developing neighborhood plans, a comprehensive idea for a public transit network and system, advancing agriculture and tourism, as well as developing, updating, reviewing, and/or validating regulations, codes, and standards that are necessary to translate the policies and high-level intentions on the ground. These acupuncture projects make a difference on the ground and help define and validate the appropriate measures and indicators necessary for monitoring the JNUP. It is important to stress (again) that the JNUP is a policy framework for developing plans as the main instrument for implementation. This means that all plans, projects, and initiatives at all levels need to reflect the national interests and priorities established throughout the JNUP.

Monitoring and Evaluation happens at two levels:

- **At the national level:** The National Urbanization Commission monitors the implementation of the JNUP and produces an Annual Report. The NUC evaluates progress in numbers and benchmarks, and in terms of impact, relative to established indicators.
- **At the local level:** The Community Design and Innovation Hubs continuously monitor and communicate progress. They host the dashboards (both physically and virtually) and become places where information is shared and displayed. This is where the indicators both at the local and higher levels are going to be visible. Additionally, the intention is to establish a network of Community Design

* Monitoring and Evaluating National Urban Policy: A Guide. Published by UN-Habitat, United Nations Human Settlements Programme, 2020

Hubs to share knowledge and experience.

There are different ways of sharing performance information from the JNUP monitoring:

- Regular expert and stakeholder meetings;
- Official communication channels of government (e.g. bulletins);
- Periodic participatory citizen gatherings, such as the National Urban Forum, where all stakeholders gather and put across their opinions about the state of cities and urban development; and
- Electronic platforms (the use of interactive JNUP dashboards).

Evaluating the JNUP

Evaluation, in part, applies to the JNUP content (pre-implementation). The JNUP needs to clearly articulate its objectives and approach to implementation, and the underlying intervention logic and intentions. This evaluation has been officially carried out where independent consultants were engaged to review the first draft of the JNUP formulation of the report, and also, in part, through engaging consultants to develop guides for mainstreaming housing, transportation, and local economic development. The formulation report has been revised according to the recommendations.

Evaluation also applies to the implementation (process evaluation): The effectiveness of a policy depends mostly on its design and implementation. This is about whether the policy can be implemented as planned, and what would be the barriers and risks to the implementation of the JNUP.

Ultimately, the JNUP is about having an intended positive impact. It has to make a difference. Evaluating policy impact's means measuring the effectiveness of the JNUP, and whether

it is producing intended and/or unintended outcomes and impact. That is to say, that M&E are means to an end, not an end by themselves.

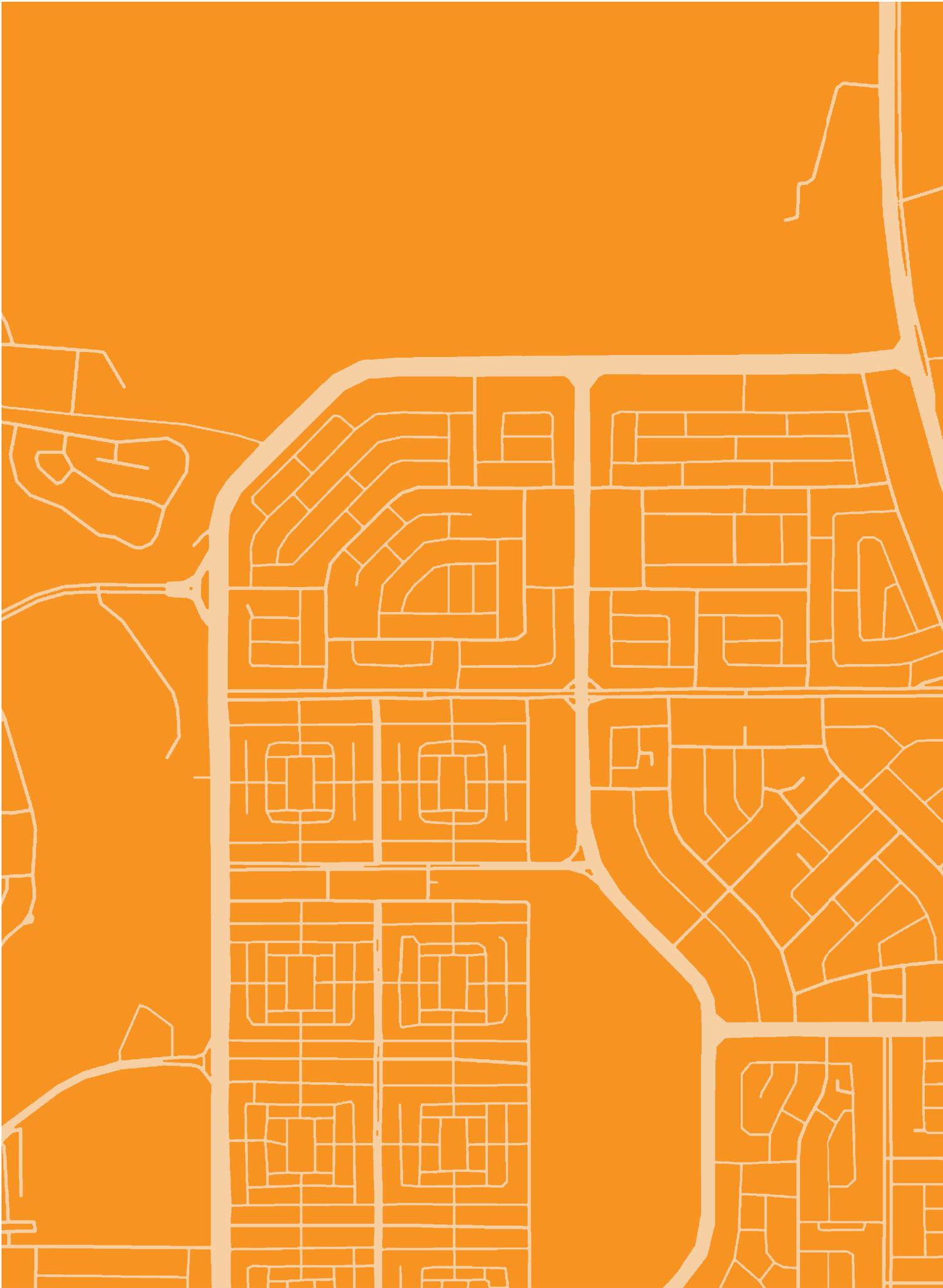
Official review of the JNUP is at 5-year intervals, while monitoring is an ongoing activity. Evaluation can also occur to address a specific policy at any given time as required.

Connection to the Indicators of UN's Sustainable Development Goals (SDGs)

Amman is one of nine world cities that are part the 'Inter-Regional Cooperation on the Implementation of the New Urban Agenda' in the Arab region, in cooperation with the United Nations Economic and Social Commission for Western Asia (ESCWA) and the United Nations Human Settlements Program (UN Habitat). This project was launched from Amman in February 2021 and supports the national and local governments to develop strategies and action plans** towards meeting the SDGs. The project aims to align the local policies with the national policies, and to build the capacity of municipalities to better serve their communities, meet the urban challenges, prioritize development goals, and to ultimately meet the SDGs. This involves the development of the Voluntary National Review (VNR) and Voluntary Local Review (VLR) reports on achievements towards meeting the SDGs and the New Urban Agenda. Amman's VLR Report is going to be the first in the Arab World, and is being developed in conjunction with the VNR Report.

There is an opportunity to develop the JNUP's M&E framework in coordination and in alignment with the national and local efforts for purposes of developing the VNR and NLR reports. The National Urbanization Commission (national level) and the Community Innovation and Design Hubs (local level) can play a significant role to facilitate gathering and sharing of data and information.

** United Nations Economic and Social Commission for Western Asia <https://www.unescwa.org/>





MAKING CHANGE HAPPEN

7. MAKING CHANGE HAPPEN

The JNUP describes change in what urbanization should look like and how to do it, so it happens in the right places and in the right form to build on Jordan's potential, address challenges, and ensure that no one is left behind.

The implementation strategy recognizes that the first two years are required to establish the platform or foundation for on-going and proactive urbanization. Establishing the platform is dependent on a shift in attitude, and ways of working within government (at all levels), as well as new collaborative arrangements and an understanding between the public sector, the private sector, and people. Community engagement and agency is a key ingredient in determining both what is possible and how to make it happen.

It is within this context that the six conditions for the success of the JNUP have been identified. They require attention immediately at the highest level.

Six Conditions for Success:

- 1. Adopt the JNUP at the highest level (Prime Ministry) and let the people across the country know, see, and understand how important it is to Jordan's future and the difference it can make in their lives.**
 - Immediately launch a national communication campaign to make the JNUP visible, easy to understand, and inspiring.
 - Promote a school/youth edition (version) of the JNUP to be widely disseminated and to be part of the curriculum.
 - Start demonstration projects (3 acupuncture areas) to show, on the ground, the difference the policy can make and how local people can be involved and benefit.
- 2. Align the mandate and priorities of government ministries and sectors with the policy objectives of the JNUP.**
 - To change how the government works, so it is more cross-sectoral and collaborative across levels and jurisdictional boundaries (decentralization).
 - Create the national urbanization commission to manage, coordinate, oversee, monitor, and review the JNUP. Strategically work within and between ministries. Recognize that every policy, each standard, all public infrastructure programs, as well as every public, private, and partnership development project can and should be developed, designed, and delivered to affect many sectors and many JNUP objectives.
- 3. Decentralize and strengthen planning to demystify it, connect it to people, and more firmly and clearly establish it as a profession, a collaborative/integrative process, a field of study and research, and the key proactive instrument for implementing the JNUP.**
 - Use acupuncture projects to:
 - Complete, test, and institute the decentralization of planning, with a focus on neighborhood plans.
 - Actively engage the local community at every stage of the planning process.
 - Develop a community-based model for neighborhood plans.
 - Use neighborhood plans as a venue to strengthen planning by bringing the government together with planning professionals, practitioners, educators, and students to discuss and work together towards formally/legally recognizing planning.
 - Create Community Design and Innovation Hubs, in conjunction with neighborhood plans.

4. Create a widely-available database of natural, historic, and cultural assets of national interest as a way of proactively determining the spatial boundaries of urbanization.

- Review and identify significant natural (environment/water), historic, archaeological, and cultural assets of national interest, in conjunction with agriculture and tourism acupuncture projects, to consolidate an inventory and base maps, which identify:
 - Protected areas; and
 - Potential urbanization areas that are essential to proactive urbanization.

5. Do it. Make change happen on the ground and learn by doing- through acupuncture projects (Phase 1 Implementation- building the platform)

- The National Urbanization Commission should organize, provide seed funding, and manage the acupuncture projects, in conjunction with local Community Design and Innovation Hubs.
- Success of the JNUP is dependent on immediately demonstrating (in the first 2 years- pre-ongoing implementation) the difference that the JNUP will make on the ground.
- Create/establish Community Design and Innovation Hubs, in conjunction with neighborhood plans, as on-going local structure/ agency to implement the plan and monitor (through the dashboard) the implementation of the JNUP.

6. Develop the idea/approach, processes, and models for actively engaging and empowering people, particularly women and youth, in neighborhood planning.

- Build on-going local awareness, capacity,

and empowerment through the neighborhood planning process to:

- Plan, implement, and monitor the JNUP;
- Improve and participate in local economy; and
- Improve public infrastructure, place making, and service delivery.



1. Adopt the JNUP at the highest level



2. Align the mandate and priorities of government ministries



3. Decentralize and strengthen planning



4. Create a widely-available database of natural, historic, and cultural assets of national interest



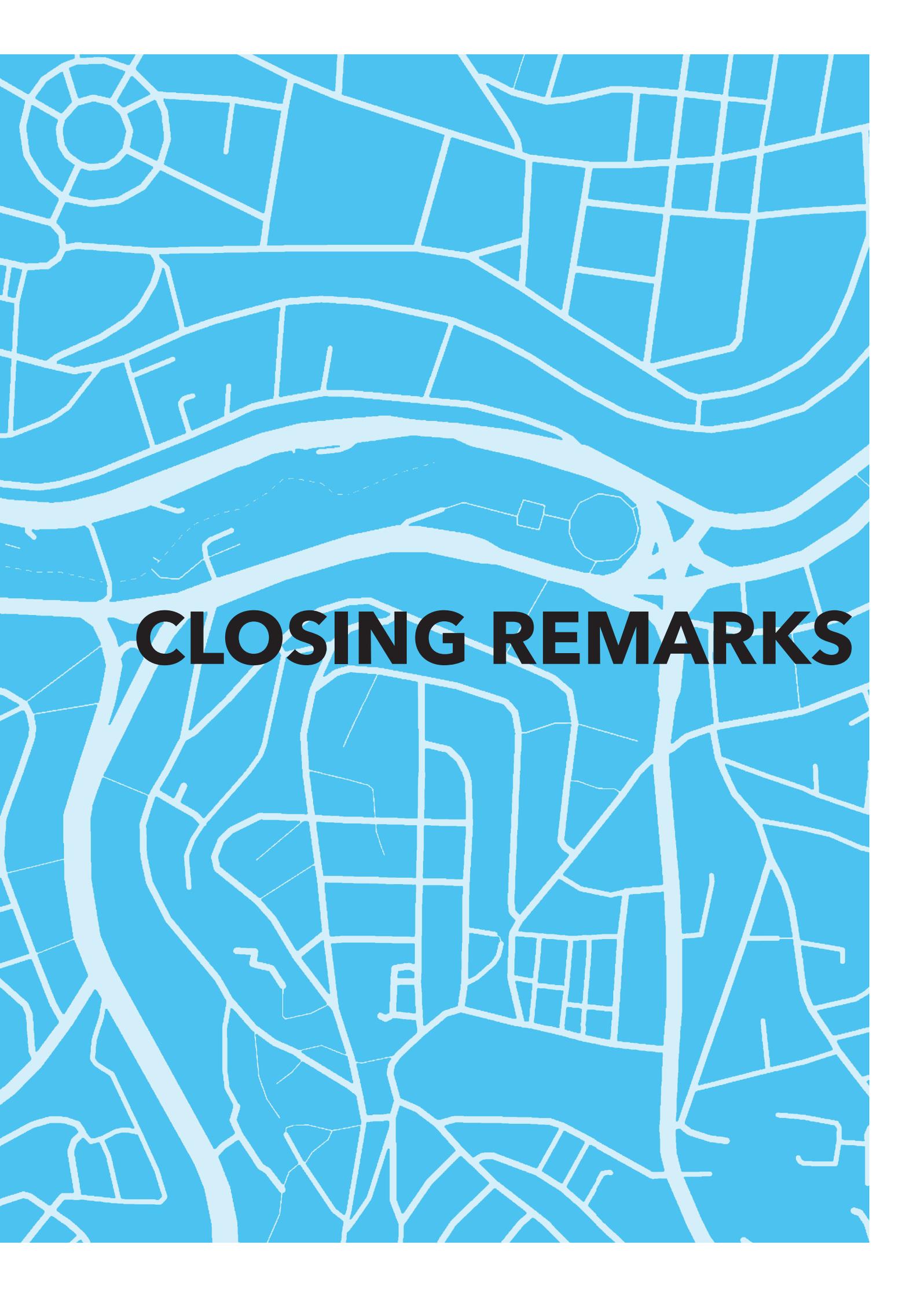
5. Make change happen on the ground and learn by doing



6. Develop the idea/approach, processes, and models for actively engaging and empowering people in neighborhood planning.

Figure 11 Six Conditions for Success.





CLOSING REMARKS

8. CLOSING REMARKS

The Hashemite Kingdom of Jordan officially has a newborn National Urban Policy. Many people have expressed their expert views and voiced their concerns and hopes as responsible citizens.

The JNUP needs to be kept alive and relevant by being informed of and reflecting emerging issues and priorities. Additionally, the continuous coordination between the various levels of planning is necessary to ensure that national interests are protected and advanced on the ground, especially at the local level, where international commitments, such as combating climate change, are fulfilled through our everyday choices and the means we choose to meet our daily needs.

Having a National Urban Policy means we now have a collective direction to address issues and build on opportunities towards a desired future. The JNUP has just begun to bring us together as a nation to have a say in the way we should grow and shape a brighter future. This is how we are going to fully capture the joy, beauty, and bounty that this land has to offer and ensure future generations enjoy the same. We do so by creatively and collaboratively recognizing, building on, and protecting our national assets and interests.

No one would disagree that we need and deserve a better quality of life and that we need, and all have, the free will to align our choices with our values and to make a coordinated, accumulating difference.

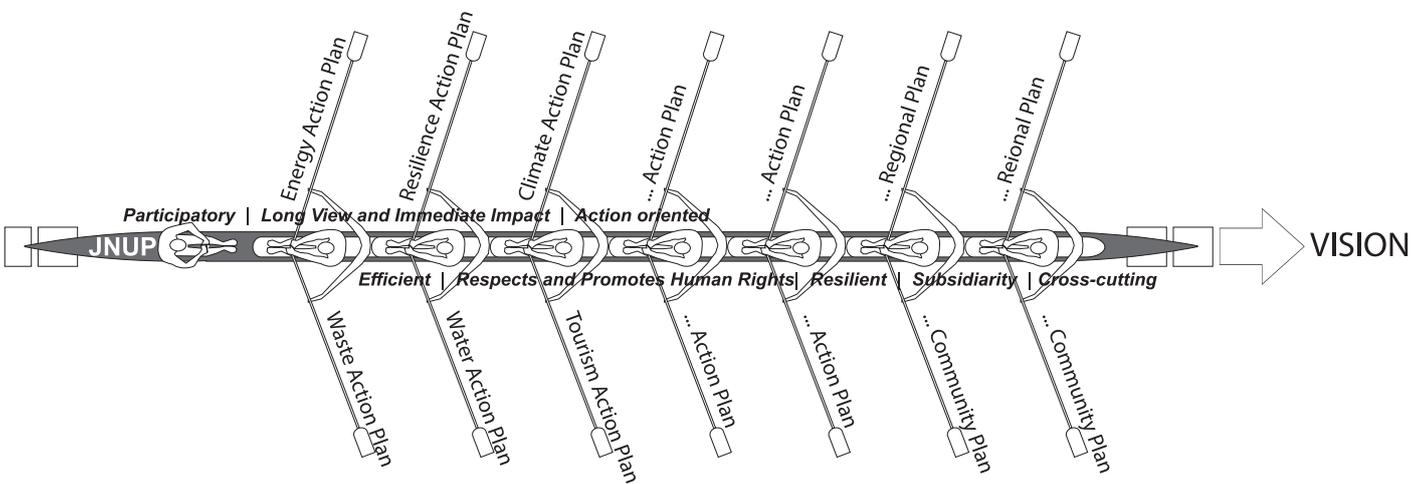


Figure 12 Jordan National Urban Policy Role



UN HABITAT

FOR A BETTER URBAN FUTURE

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