



Workshop : "Urban Upgrading and Rehabilitation Experiences in Jordan and "the Near East

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...From the improvement of residential areas
(informal settlements, refugee camps, etc)
to the creation of attractive places...
(city centres, old neighbourhoods, etc)



Street in the East Wahdat
upgrading project / Amman,
April 2009
(Photo: Lucas Oesch)

Lieu : University of Jordan, Faculty of Arts, Al Farahidi Auditorium
(Mudarrage), Amman

: Coordination

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Organisation : Ifpo ([observatoire urbain](#) et [département des études contemporaines](#)), le programme ANR [Tanmia](#), University of Jordan,
Housing and Urban Development Corporation (HUDC)

Goal : This workshop intends to bring together researchers,
professionals and students, or anyone interested about the issue of
urban upgrading and rehabilitation in Jordan and the Near East, with the aim of sharing ideas and
.experiences

Introduction : Urban upgrading and rehabilitation cover a wide range of activities ranging from development of historical city centres and old neighbourhoods to improvement of residential areas where infrastructures and services are inadequate (often referred to as informal, irregular, illegal or spontaneous settlements, 'slums', refugee camps, etc). This task is undertaken in general either by public authorities or by public-private initiatives, involving municipalities, governmental departments or ministries, as well as corporations, residents associations, NGOs, etc. The guiding principle is to take into account and deal with the existing settings during the implementation of the urban development scheme, for example the built environment, the planning of the area and most of all the inhabitants. Motivations can be economical, political, cultural or social, e.g. conservation of heritage, economic revitalisation, the will to change the city image or to improve .living conditions of inhabitants

In Jordan, urban upgrading and rehabilitation initiatives gained momentum in the 80's when it was decided to

improve the conditions of urban housing, especially informal settlements or so called 'slums'. An Urban Development Department (UDD) was established for that purpose, through the National Planning Council and with the support of the World Bank. Most of the hired employees were freshly graduated Jordanian engineers, architects or social workers, as well as a few international consultants. According to these employees, their work was directed toward 'real slums'. Most of these spaces were concentrated in the Amman area and inhabited by Palestinian refugees. A lot of them are situated around refugee camps. UDD used a comprehensive approach, targeting physical infrastructures, services, housing, as well as the issue of land tenure and social and community development. The East Wahdat project is certainly the most famous of these initiatives and received the Aga Khan Award for Architecture.

In the beginning of the 90's, UDD merged with the Housing Corporation. Under the umbrella of the Ministry of Public Works and Housing, the Housing and Urban Development Corporation (HUDC) was established.

Aside from the provision of new housing schemes and serviced plots, the Corporation carried on with upgrading projects of urban residential areas up until the mid-2000. Furthermore, in the late 90's, a nation wide development program targeting disadvantaged areas of Jordan was launched with a Community Infrastructure Program (CIP) component. This upgrading program was implemented by HUDC and directed not only toward informal settlements, but also Palestinian refugee camps. According to some engineers who were involved in this program, the physical conditions of the chosen areas were better off than the ones upgraded during the 80's. Most of the shelters were already built in concrete and not in metal sheets. Some infrastructures and services already existed. Interventions were minimal and limited to the upgrading of physical infrastructures as well as, in the case of informal settlements only, the creation or widening of roads and paths (which lead to the demolition of some buildings). Upgrading was limited and less costly than the projects done in the 80's, no cost recovery mechanisms were put in place. Land tenure issues as well as social and community development weren't included. As an HUDC employee declares: 'our work was to arrange the situation

Today, the activities of HUDC focus on the provision of new housing schemes, particularly since the Royal Initiative on Affordable Housing has been launched, and upgrading projects have almost stopped. New kinds of residential areas such as gated communities are also appearing in Jordan. On their side, the Greater Amman Municipality (GAM), the Ministry of Municipal Affairs (MOMA) and the Ministry of Tourism and Antiquities (MOTA) have started rehabilitation projects, targeting mainly 'historical places' and 'old neighbourhoods' and aiming at the creation of attractive places, such as the Wadi Amman Regeneration Project which focus on the ancient centre of the city of Amman (Wast al Balad). Meanwhile, other entities such as the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) or the Department of Palestinian Affairs (DPA) are involved with planning and infrastructures improvements programs in refugee camps.

It therefore seems that Jordan has shifted to some extent from upgrading or 'rehabilitation' activities centred on the improvement of living conditions of residential areas to rehabilitation actions aiming at the creation of attractive places, such as city centres. This workshop intends to cover more in depth this history of urban upgrading and rehabilitation and to question this trend through the work and experiences of professionals and studies of researchers.

Questions : The main questions that will be addressed in the workshop are the following. Are we done with upgrading projects of urban housing and residential areas in Jordan? And if so, what are the actual issues and challenges related to urban rehabilitation in Jordan and the creation of attractive places, such as city centres? And what can be said about the experiences of urban upgrading of informal settlements and refugee camps in Jordan? How can this be compared to the experiences of neighbouring countries (Syria or Lebanon)? What can these other experiences teach us about the Jordanian situation?

Structure : This workshop is open to public (about 50 people). Presentations will be conducted in English and discussion in English and Arabic. It is addressed to researchers, academics and professionals, as well as

students of geography, architecture, civil engineering, sociology or political sciences, as they are the future .decision makers and implementers of urban development projects in Jordan and the region

Organisation : The workshop is divided in 2 panels (2 hours each: about 1 hour of presentations and 1 hour .of discussion with the public), preceded by an opening and introduction session



Opening of the workshop (from left to right): Dr. Hussam Al-Bilbisi; Eng. Arch. Mai Asfour; Dr. Elisabeth Longuenesse ; Dr. Nihad Al-Musa; Dr. Hasan Abu-Sammour; Lucas Oesch / Amman, January 6, 2010, .University of Jordan (Photo: Nathalie Roth)

: Program

Opening : 9.00-9.20

Welcome by Faculty of Arts, Dr **Nihad Al-Musa** (Dean of Faculty)

Welcome by Department of Geography, Dr. **Hasan Abu-Sammour** (Head of Department)

Welcome by HUDC, Eng. Arch. **Mai Asfour** (Head of Housing Policies Department)

Welcome by Ifpo, Dr. **Elisabeth Longuenesse** (Director of Contemporary Studies Department)

Presentation of the workshop and introduction : 9.20-9.30

Lucas Oesch (Ifpo and IHEID)

Questioning urban upgrading and rehabilitation in Jordan and the Near East

Panel 1 : **Urban upgrading and rehabilitation of residential areas** - Experiences of : 9.30-11.30

Jordan and the Near East

A Journey and an Experience in Upgrading and Site & Services Projects in Jordan, Dr. Eng. Arch. **Khaled Jayyousi** (University of Petra)

Planning Criteria and Project Cycle for Upgrading Squatter and Informal Settlements in Jordan, Eng. **Muhammad Mokrahi** (German Jordanian University)

Community Infrastructure Program CIP (A): Improving the Living Conditions of Poor Communities in Jordan, Eng. Arch. **Huda M. Al-Dabbas** (HUDC)

Informal Settlements: the Case of Syria, Dr. **Valérie Clerc** (Ifpo)

Discussant : **Oroub El-Abed** (Ifpo and IHEID)

Coffee Break : 11.30-12.00



Panel 1 (from left to right): Eng. Arch. Huda M. Al-Dabbas; Eng. Muhammad Mokrahi; Oroub El-Abed; Dr. Valérie Clerc / Amman, January 6, 2010, University of Jordan (Photo: Nathalie Roth)



Panel 1 : Dr. Eng. Arch. Khaled Jayyousi / Amman, January 6, 2010, University of Jordan (Photo: Nathalie Roth)

Panel 2 : **Current challenges of urban upgrading and rehabilitation in Jordan** : 12.00-14.00

From the improvement of residential areas (informal settlements, refugee camps, etc) to the creation of attractive places (city centres, old neighbourhoods, etc)

Urban Rehabilitation, Contexts and Concepts, Eng. Arch. **Abeer Al-Saheb** (Independent consultant)

Irbid City Centre Case Study, Eng. Arch. **Marah Al-Khayyat** (Amman Institute for Urban Development)

Urban Rehabilitation as a Tool for Tourism Transformation, Eng. Arch. **Ihab Amarín** (Ministry of Tourism and Antiquities)

Gated Communities: A Solution for Residential Areas in Jordan?, Dr. Eng. Arch. **Nabeel Y. Al-Kurdi** (University of Jordan)

Discussant : Dr. **Myriam Ababsa** (Ifpo)



Panel 2 : Eng. Arch. Ihab Amarin / Amman, January 6, 2010, University of Jordan (Photo: Nathalie Roth)



Panel 2 (from left to right): Eng. Arch. Marah Al-Khayyat; Dr. Myriam Ababsa ; Dr. Eng. Arch. Nabeel Y. Al-Kurdi; Eng. Arch. Abeer Al-Saheb / Amman, January 6, 2010, University of Jordan (Photo: Nathalie Roth)

Acknowledgments: The organisation of the workshop would not have been possible without the help of the contemporary studies department of Ifpo, Jacques Seigne and the all Ifpo Amman administration and particularly Brigitte, Carmen, Muhammad, Abu Chadi and Ghazi, as well as the cooperation of the Department of Geography and Faculty of Arts staffs, the collaboration of HUDC employees and the support of the ANR .« research project TANMIA « **Le développement : fabrique de l'action publique dans le monde arabe**

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.Presentations in English, discussion in English and Arabic

Minutes of the workshop

Presentation of the Workshop and Introduction .1

Questioning Urban Upgrading and Rehabilitation in Jordan and the Near East

Lucas Oesch (Ifpo and IHEID)

Lucas Oesch introduces the goals and organization of the workshop. He says that the goal is not so much to give recommendations about urban upgrading or rehabilitation, but more to hear different experience and share ideas and thoughts, in order to better understand the issue and its challenges.

The overall principle of urban rehabilitation is to take into account and deal with the existing settings and conditions which can be found in an area and to find ways to develop, to improve, to rehabilitate it. You have to take into account what is already on the ground. Many forms of urban upgrading and rehabilitation exist.

In the first panel, Lucas Oesch mentions that there are presenters speaking about upgrading experience in residential areas, and in the second panel, presenters speaking more about other kind of rehabilitation in other kind of spaces. The relations which exist between these two different aspects of urban rehabilitation are considered as well.



House in the East Wahdat upgrading project / Amman, April 2009 (Photo: Lucas Oesch)

Urban Upgrading and Rehabilitation of Residential Areas .2

Experience of Jordan and the Near East

A Journey and an Experience in Upgrading and Site & Services Projects in 2.1 Jordan

Dr. Arch. Planner Khaled Jayyousi (University of Petra / Amman - Jordan)

Dr. Khaled Jayyousi earned his Ph.D. in Urban and Regional Planning at the University of Venice. He has worked until the mid 2000 at HUDC. Dr. Jayyousi has more than thirty five years of professional experience as an architect and planner with private and government agencies, implementing major development programs. He specializes in low-cost housing projects, including "slum upgrading" and "site and services" projects, as well as urban design, settlement planning and architectural design. From 2006 to 2007 he taught (part time) at Jordan University in the course of "Urban Design". From 2007 he teaches at Petra University: "Urban Design", "Architectural Design", "Housing studies" and "Local and Regional Architecture".

Khaled Jayyousi says that he was asked to speak about upgrading and sites & services projects, in connection with community participation. He is giving an historical introduction about this issue, speaking about the first experience which have been taking place in the 80's in Jordan and more precisely about two particular sites,

East Wahdat upgrading site and Marka site & services project. They were implemented in UDP1 (*Urban Development Program 1*), which was the first program of UDD (*Urban Development Department*).

Khaled Jayyousi says that community participation in housing development is an old and recent process at

the same time. The human heritage indicates different levels of community participation, and this is part of our history and tradition; People in a community helping each other in building their houses is a tradition .which has been taking place for a long time in the Arab world

As for housing policies (public and private) for low-income community, at the end of the eighteenth century and the beginning of the nineteenth century and until the mid-nineteenth century, the housing sector has been neglected by governments of different countries in the world. The subject of the housing sector used to .concern the citizens themselves only, the state had no role at all except for public buildings

The bigger problem emerges in the mid-nineteenth century, with the industrial revolution, when the impact of poor housing was reflected on public health, unacceptable housing conditions; social and behavioral deviation of individuals and lack of physical infrastructure. When such a situation arose, countries began to interfere in different ways: starting with limited legislation to regulate the situation especially with regard to public health. Charities and religious institutions were formed with the mission to help the poor to obtain decent .housing, this continued until the period between the two World Wars

The policy which emerged and was created in the fifties and sixties, especially in third world countries is that the state is responsible for sheltering people, who were considered at the time, unable to care for themselves. However, translating this policy to reality was done through the creation of huge residential .complexes and the spending of large sums of state sources

These complexes have failed to set up several aspects of the policy, and a new perspective has been adopted which represents a qualitative change of thinking, which started in the sixties and seventies. It consists in : taking a new look on this issue to make a change and to focus on the following items

,Recognize the reality and not rejecting it

,Focusing on the problems which produced this reality

Develop detailed programs and policies, most notable is the involvement of beneficiaries in these projects

,and the state's support as a facilitator

.Partnership between state and citizen

.Project methods for site and services and upgrading slums

Jordanian experience was considered a pioneer experience which reflected the understanding of real problems with their human approach. Jordan, like most developing countries, suffered from illegal constructions because of natural growth, and forced mass migration from Palestine to Jordan in 1948 and 1967 wars with Israel. It led to the emergence of many unorganized and underserved slum areas which had a negative impact on the socio-economic environmental and development conditions of the surroundings areas. The reason which led to the extension of these slum areas was the high prices of residential land and low incomes of the poor, as well as lack of policies for low-income housing, shortcoming in legislation and .regulation of low income communities and lack of participation of the population in building their houses

To tackle this problem UDD (*Urban Development Department*) was established in the 80's. It involved two types of projects: Upgrading and Site & Services. The work in upgrading sites consists of: improving slum areas through security of tenure; providing services and social infrastructures; and improving socio-economic situations of the beneficiaries. Site & Services projects consist in: new housing projects, built on suitable lands; organization and division of spaces in different sizes of plots, in order to meet the needs of low income groups; provision of essential infrastructures and social services. Affordability, cost recovery and 'replicability', subsidies and community participation were as well essential components of these projects. Building should be implemented according to the needs of these people. Security of tenure is a very important point. By doing so, people improve the conditions of their houses and feel secure. Equally important is the mixed plots .sizes to fit the needs of different strata of income population. Creating job opportunities is also essential

Planning operational schedule shows how UDD dealt with these projects by taking into consideration the analytical revue of the current situation: assessment of housing needs; formulation of goals; sites selection; preliminary design; adopted design; detailed design; implementation; and finally getting feedbacks to get .different ideas for future projects

In East Wahdat, in the 80's, there was unacceptable health conditions, lack of services, no pavement streets, no electricity, no water. UDD involved people of the site to be part of the staff so they would be able to communicate with the local population. In order to start the project, social workers doing surveys would communicate directly with the people, so to understand their needs, requirements and desires, as well as to identify the financial possibilities of these populations. This was done in three ways: random house's visits; small meetings with groups of population; and extended meetings with local leaders. People were very astonished at first because they were not use to see this mass of technicians and social people going and asking questions and making questionnaires. The multi disciplinary team would communicate with the people and report to the technical staff in order to make the design according to the people needs. As soon as people got their properties, they started building their houses; they were really keen about developing their units. The people themselves started to build their houses. UDD built a demonstration unit at first to show them an example. UDD also built community buildings which were going to be handed to the concerned .ministries or departments

In Marka site & services project, people developed their houses by themselves. Services were established by .UDD. A demonstration unit was built so people understood how they had to built

:The achievement at the end was 4 programs

;UDP 1, 1981-1986, cost of 22 millions of Jordanian Dinars (JD)

;UDP 2, 1985-1992, 32 millions JD

.UDP 3, 1987-1996, 32 millions JD

The 4th program was the Community Infrastructure Program (CIP), 1998-2004, total cost of 45 millions .JD

All of them included sites & services and upgrading projects. Lessons were learned and changes made from .one program to the other



House in the East Wahdat upgrading project / Amman, April 2009 (Photo: Lucas Oesch)

Planning Criteria and Project Cycle for Upgrading Squatter and Informal 2.2 'Settlements in Jordan

(See PDF presentation, 2 MB)

Eng. Muhammad Mokrahi (German Jordanian University)

Eng. Muhammad Mokrahi earned his diploma in the Midlands and obtained his Bachelor in Engineering at Swansea University in Wales. He graduated in 1982 and has worked until 2008 at the Housing and Urban Development Corporation. He now works for the German Jordanian University where he supervises projects

Muhammad Mokrahi says that he is talking about upgrading projects in general. He says that the government of Jordan has launched several projects. The National planning council which latter on became the Ministry of Planning was the governmental agency which had to deal with the program. UDD (*Urban Development Department*) was formed in 1980, projects were known as UDP1 (*Urban Development Program*), UDP 2 and so on. In 1992, UDD and the Housing Corporation were incorporated and are known as Housing and Urban Development Corporation (HUDC). Usually informal settlements lack basic essential needs, such as security of land tenure, planning and zoning, infrastructures and services, as well as schools and community buildings. In Jordan, the government has adopted two kinds of projects: comprehensive and partial upgrading. Still, there are many sites which need to be upgraded all over the kingdom at present time

Muhammad Mokrahi says that you can not have upgrading projects without site & services projects near them because once you have some sort of demolishing due to zoning and planning in the projects, that means you have to relocate people to these areas

To implement the projects, you should have a design department with for instance: a project studies directorate; a design directorate; a zoning directorate; a tendering unit; and also a follow-up unit. The obligation of a design unit should be: the project sites selection; preparation of feasibility studies; socio-economic studies; site planning; detailed infrastructure design; building design (architectural, structural and electro-mechanical); tendering; site zoning and parcelation; approbation of site plan by concerned authorities; issuing of registration tenure and work permit; coordination with the concerned authorities for connection of infrastructures; and finally follow up and supervision of consulting offices and company working with government

Concerning the project cycle: it starts with the availability of funds. Muhammad Mokrahi says that if you are going to make a site & services you have to know housing needs and to issue priorities. After comes the studying; then design (drawings); tendering; contracting; and implementation. After implementation, concerned departments and beneficiaries take over. On some projects, you may have some spaces between the buildings where you can relocate directly the people

Muhammad Mokrahi says that recently, the government has diversified its sources for the production of decent housing units, starting from its own resources, to royal grants and participation of private sector

Muhammad Mokrahi says that if you want to work on upgrading projects, you have to make some sort of a checklist that should include: the principles and criteria for identification of areas and priorities; then site selection; social studies; planning and design criteria; financial resources; preliminary studies and cost estimates; affordability; action plans for detailed design; detailed design; tender document preparation; site planning approval; compensation; implementation; and handing over

Concerning planning and design criteria more particularly: Muhammad Mokrahi says that they had to use some sort of set criteria in upgrading sites. In general, these criteria differ from one site to another.

Muhammad Mokrahi gives examples of criteria. He says that it depends on: the density of the site; the topography; etc. He says as well that there are two types of plots: beneficiaries' plots and market plots. Muhammad Mokrahi gives more details about what plots should comprises. These criteria were adopted in the

.early projects that were implemented; of course it evolved latter on

Community Infrastructure Program CIP (A): Improving the Living Conditions of 2.3 Poor Communities in Jordan

Eng. Arch. Huda M. Al-Dabbas (Housing and Urban Development Corporation)

Eng. Arch. Huda M. Al-Dabbas is architect at HUDC where she is the Technical & Environmental Studies Division Head

Huda Al-Dabbas says that she will talk about CIP (*Community Infrastructure Program*) which is concerned about improving the living conditions of poor communities. The government of Jordan tried to make interventions in the squatter and informal settlements. It started by UDD (*Urban Development Department*).

13 low income settlements were upgraded; they were provided with basic infrastructures and essential community centres; inhabitants were given security of tenure and affordable shelters without subsidies; or small lands were regulated with expandable nuclear units. 15'000 units were developed (140'000 inhabitants). In 1997, the government approved the national strategies to solve unemployment issues through a two stage comprehensive program. A comprehensive CIP was adopted with international and Arab financial support. CIP 'A' was concerned about upgrading essential infrastructures in 13 refugee camps and 14 squatter settlements, under the responsibility of HUDC. It started in March 1998, with an estimate cost of 45 million Jordanian Dinars for about 500'000 beneficiaries. The squatter settlements are considered the worst environmentally due to lack of services and public utilities, roads, footpaths, water and sewages, etc. Another problem was the land ownership issue. Huda Al-Dabbas says that to be honest this issue was not solved

Squatter settlements were the result of population growth and of the inability to meet the need for shelter for low income group, because of the cost of land and the weak formal control of illegal settlements as a result of forced migrations. Sites were selected according to four criteria: density, transportation and infrastructures, general safety and environmental conditions, need for public buildings. Project components of squatter areas were: rehabilitation of essential infrastructures networks (water, etc.); improvement of safety factors to protect the area from hazardous conditions; construction of public buildings and creation of job opportunities during and after the project. The action plan was: 1) study stage to identify infrastructures and community needs; 2) design stage; 3) construction, executed by local Jordanian contractors. Supervision of upgrading sites was done by HUDC while supervision of refugee camps was done by local consultants

Sites are densely populated while in construction situation. This is the most important challenge. Other challenges appeared during the construction process, such as air pollution, dust and sounds, services interruption, partial and total demolition. The basic infrastructures of all sites are now at satisfactory standards, without any financial contribution from beneficiaries and the project provided job opportunities.

.Public awareness and community participation was highly appreciated

Working with squatter settlements is not finished, but the scale is different. Initial projects were spaces only built with temporarily materials and no infrastructures; then areas with temporarily materials but with unsatisfactory infrastructures; today we are talking about areas in better conditions and where population density is smaller. Further studies have been done for other locations, and 22 sites selected and prioritized, for a cost of 20 million Jordanian Dinars. These projects will be implemented within the next 10 years, upon found availability

Informal Settlements: the Case of Syria 2.4

Dr. Valérie Clerc (Ifpo)

Valérie Clerc is an architect. She received her Ph.D. in urban planning. Currently, she is affiliated with the French Institute for the Near East (Ifpo, Damascus) where she runs the Urban Observatory of the Middle-East. Her research concentrates on informal settlements, land issues, precarious housing and urban practices in the cities of the Southern world. Among her many publications: Les quartiers irréguliers de

Beyrouth. Une histoire des enjeux fonciers et urbanistiques en banlieue sud (IFPO, 2008) and Les marchés fonciers et immobiliers des quartiers informels à Phnom Penh (GRET/MAEE, 2009). Her work concentrates on Lebanon, Cambodia and Syria. She also supervises a program on housing and poverty in the Middle-East

Valérie Clerc says that what she is going to speak about is different, because this not the same country, even if it is not far. In Syria, now things are moving really quickly since 2000. Valérie Clerc says that she will give an overview of informal settlements in Damascus and policies toward them. In Syria, housing issues are included in governmental policies since the 50's. In the 80's and 90's, the government reduced its intervention and created restrictive rules concerning urban planning. Legislation was not able to meet the demand for serviced urban land and housing, in particular for low income population. Demand for land and housing was meeting by informal settlements and areas, developing quickly and extending on the farming land. In 2004, informal settlements represented around 40% of the population in Damascus

The definition of informal settlements is not easy to apprehend. There is 3 interdependent ways to define it:

.1) The legal definition (*Mukhalafat*); 2) The relation to land title (*Tabo*); 3) ` *Achwai* which means informal

First definition refers to illegal constructions (no building permit or no respect of it). The law differentiates between two situations. First, the buildings which do not respect the granted permit (*al-mukhalafat al-bina*). These buildings with permit infractions are found in all areas of the city. Second, the buildings built without building permits (*al-bina al-mukhalef*). Informal settlement refers to these buildings without a building permit. No census of the buildings without building permits is available, it is then impossible to know their exact number or to make a map of the informal settlement through the legal definition. In the legal definition, it is the house, which is informal, and not the settlement

Second definition refers to land title. To make an estimation of their number, some consider that informal dwellings are those that do not have the regular land title (*tabo nizam*), which is most often the case. But some of the buildings with no regular title are not informal (buildings waiting for their regular title for example)

Third definition (*Achouaya*) refers to houses built without adherence to urban planning projects or building regulations. In particular, it relates to the presence of buildings built on land outside the limits of the master plans. People built outside the master plan because it was too expensive inside. In the beginning of 2000, there has been an extension of the master plan, but people are still building outside the new limits. To make a map of informal settlements we have to use a mix of these definitions

Valérie Clerc talks about characteristics of informal settlements. She says that there is a continuum between the access to housing on the formal and informal market. Urban poverty is not concentrated in informal settlements, even if there is more poor in them. Inhabitants are not only rural migrants. They share some main physical characteristics of formal settlements. Urban fabric and process of urbanization are similar to those of traditional neighbourhoods. Informal doesn't mean anarchic, it is organised, although not following the modern urban rules. The ratio of tenants is the same (12%), building is in concrete and cement. Most dwellings have more than 20 years. They have good levels of services and infrastructures. In the 80's the government decided that it is not because they are informal that they don't have the right to infrastructure. Even schools and clinics are built in them. However, infrastructure and services are still less than in formal settlements. Real difference is the higher occupation rate, population density (400-1200 persons/hectare), they are really crowded, especially in the south of the city (with often 1.5 families/dwellings and 6 persons/households) and specific morphologies (narrow roads, lower height of building, individual dwellings, etc.)

Concerning urban policies, there has been a change since 2000. Most of the rules were issued from the 60's to the 80's, and since 2000 all these law have been renewed. For the master plan, it is still the master plan of 1968 done by Michel Ecochard which is enforced today, it has only been updated. Studies have been made, but no new master plan was approved. New studies are going on now. Local master plans are regularly

updated, and the Japanese and European cooperations have projects of improving the city. Most of these intend to demolish the informal settlements to replace them with new constructions. The only project which proposes partial upgrading is a project for the Mountain. Some projects tried to change the ideas of people. Most famous individuals working on informal settlements have been brought to Damascus (from Brazil, Egypt, Great Britain, World Bank). Some new projects and policies under development now encourage .upgrading

In conclusion, Valérie Clerc says that a solution would be to adapt the general and local master plans so they comply with the exiting urban fabric, instead of destroying informal settlements. The first obstacle is the will to produce an image of a modern and healthy city. The second is the competition on valuable land, where informal settlements are. Consequently, projects and laws were until now mainly built with the idea of relocating people. Housing policies were done with the idea that we have to relocate people outside of the development projects; that means that the social housing policies is until now oriented through spatial urban .policies

: Discussant 2.5

Oroub El-Abed (Ifpo and IHEID)

Oroub El-Abed says that it is interesting to see that housing policies both in Jordan and Syria was not a priority until later on in the 50's, when forced migrations and population growth has increased. States realised they had to look into their policies, into their legislative aspects concerning land tenure, concerning services, concerning houses' construction. We understand from both presentation of Khaled Jayyousi and .Muhammad Mokrahi how the two worlds of upgrading and sites & services are intertwined

The main challenges it seems is that informal settlements lack basic needs, they lack planning and zoning, they lack water services, they have unacceptable heath conditions. Valérie Clerc draws attention on the lack .of legal settings for these areas (ownership or building permits)

Huda Al-Dabbas and Valérie Clerc talked about the issue of expansion of cities, lack of affordable land, which result in the overcrowding of informal settlements. Valérie Clerc draws our attention on the fact that census are difficult to established and the fact that states are today concerned about legal and legislative aspects due to issues of investments, as these countries are more and more open to neo-liberalisation and being .open to investors, and that some informal settlements locations are needed by investors

Questions and discussion 2.6

Huda Al-Dabbas says that today HUDC is working mainly on the royal initiative on affordable housing. But there are still squatter settlements in the region, but the scale is different. Before it was slums and we were .talking about how to get sufficient infrastructures and utilities

Huda Al-Dabbas says that people living in informal settlements have the opportunities to choose to go live in housing built as part of the royal initiative if they meet the criteria of selection. Palestinian refugees can also .apply. There is no mention on the application of whether the person is living in a refugee camp or not

Valérie Clerc says that in Damascus few informal settlements squat State lands(mainly on the North part, on .the mountain). Otherwise, informal settlement is mostly located on private land

Marah Al-Khayyat says that she thinks that the work of HUDC was at first a success story; it was possible to solve the issue of land tenure, densification, etc. By time, things changed, it became temporary 'make up' without revitalisation (for example during CIP), without local development, without solving of land tenure issues. Now nothing is being done. So what next? Now we have only sites & services projects without upgrading approaches. HUDC is not dealing with the issue of upgrading now. This is what we should talk about. Not what we did, but what should be done. Nobody is addressing slum areas now. Municipalities should do the work. In these areas, and in some areas which have already been rehabilitated, two things are

missing: 1) local economic development; 2) land tenure. Local development consist in creating possibilities of generating income. The approach that HUDC used is not a solution anymore, the people, the government .cannot afford it, it's too expensive

Khaled Jayyousi says that it was established that there was about 21 informal settlements sites in Jordan. Khaled Jayyousi says that there are not too many informal settlements in the country, that they represent .pockets

Valérie Clerc wonders how many informal settlements there are in Jordan in total, not just the ones that were .rehabilitated. Huda Al-Dabbas says that there are no figures

Abeer Al-Saheb says that the problem is how to define informal settlements. The first generation of projects targeted slums and the needs were evident, and basic infrastructures and land tenure were provided, so people can have shelter. It is not the case anymore. It is difficult to define what informality means in the context of the country. It has different perception if you go outside Amman, where land is communally owned. So it's difficult to say that the remaining sites are 14 or 16 or whatever. Through the country you can find sites with different conditions and different informality. As for infrastructures and services, there isn't really differentiation with adjacent areas, except roads. Today the issue is not really about classification of informal settlements and how many there are in the country, but of who needs the most socio-economic development. But today the government doesn't feel that it is a priority, because they have solved what was really apparent to be a problem, i.e. slums. There have been a lot of social development programs in the .country but they did not target informal settlements

Khaled Jayyousi says that the policy of UDP were to affect the people the less, to keep demolition to a minimal, about 5% were affected because of opening of roads. Complementary projects, sites & services, were done to relocate certain people with compensation. Sometimes people were relocated on the site itself. People came originally from the same areas, from Palestine together and they actually knew each other so relocating them far away was a bad issue. The main issue is who's our target? And it is the human being. Success of UDP was because of dealing with the people themselves and, later on, reducing it to the physical .aspects wasn't a successful step

.Muhammad Mokrahi says that the entire project cycle is important within the process of upgrading

Current Challenges of Urban Upgrading and Rehabilitation in Jordan .3

From the improvement of residential areas (informal settlements, refugee camps, etc) to the creation of attractive places (city centres, old neighbourhoods, etc)

'Urban Rehabilitation, Contexts and Concepts 3.1

(See PDF presentation, 1 MB)

Eng. Arch. Abeer Al-Saheb (Independent consultant)

Eng. Arch. Abeer Al-Saheb has over twenty years of professional experience, most of which was in the field of urban planning and development. She worked in various capacities at the Housing and Urban Development Corporation (HUDC). She also spent two years working at the Jordanian Ministry of Tourism and Antiquities (MOTA) as the Planning Director of the Technical Development Directorate. Major part of her work at the Ministry involved tourism products development, historic cities rehabilitation, city management, and local authorities and communities' capacity building and development. Eng. Arch. Abeer Al-Saheb holds a B.Sc.

degree in Architectural Engineering from Jordan University, and a M.Sc. degree in Urban Planning from Lund University (Sweden) and the IHS, Erasmus University (the Netherlands). She also received the Hubert H. Humphrey Award, where she completed a one year professional development program in urban planning and .development at Rutgers University, NJ, United States, and an affiliation with the World Bank

Abeer Al-Saheb says that during the last 30 years, urban upgrading and rehabilitation in Jordan varied .according to: needs; available funding; implementing agency; or ongoing development trends and policies

She says that during the eighties, urban upgrading of irregular residential settlements and slum areas prevailed and was driven by the pressing needs for social and physical infrastructure improvements of these .areas

She says that the early comprehensive upgrading involved: physical planning; re-plotting, and land re-titling; infrastructure and circulation patterns establishment and improvement; social facilities provisions; social development programs; and income generation programs. Later rehabilitation programs were addressing target locations as places of economic opportunities that were grounded on a wide scope of resources .(physical, human, amenity based, locational, heritage related, virtual and symbolic urban functions)

She then gives the example of the concept and the components of the Third Tourism Project and then the .Amman Downtown Plan Revitalization Strategy

Irbid City Centre Case Study 3.2

Eng. Arch. Marah Al-Khayyat (Amman Institute for Urban Development)

Eng. Arch. Marah Al-Khayyat has worked from 1985 to 2003 at the Housing and Urban Development Corporation. She was engaged in numerous multi-disciplinary projects in urban planning and development, with a focus on low income housing and urban squatters in Jordan. She then went to work for the Ministry of Tourism where she was Planning and Development Director of the Technical Development Department. She is now working as a program manager for the Ministry of Municipal Affairs (MOMA) projects at the Amman Institute for Urban Development. She holds an MBA and a Bachelor's degree in Architecture, from the .University of Jordan

Marah Al-Khayyat talks about the rehabilitation of Irbid city centre. She says that a lot of the ideas which are .used in the project were taken from public forums and advocacy groups

Marah Al-Khayyat says that in general the different agencies which are working on urban rehabilitation are looking at the same type of areas but with different approaches (whether it is the Ministry of Tourism and .Antiquities or the Amman Institute for Urban Development for example)

Marah Al-Khayyat says that in general you have a broad approach concerning urban rehabilitation, and then .you customize it according to local conditions

Urban Rehabilitation as a Tool for Tourism Transformation 3.3

Eng. Arch. Ihab Amarin (Ministry of Tourism and Antiquities)

Eng. Arch. Ihab Amarin is now the acting Secretary General of the Ministry of Tourism and Antiquities and was before the assistant to Secretary General since 2003. He earned his B.Sc. Degree in Architecture Engineering, faculty of Engineering and Technology, University of Jordan in 1989 and his M.Sc. Degree in Urban Design & Architecture, faculty of Engineering and Technology, University of Jordan in 1993. He also worked as Project Manager for the Second Tourism Development Project (World Bank funded project) in Jordan from 2002 to 2005 and is since 2007 Project Manager for the Third Tourism Development Project in .Jordan. He also worked as an urban planner for the CERM Project (USAID funded project) from 1995 to 1996

Ihab Amarin says that he will talk also about the Third Tourism Project, but from a different perspective, from

the tourism perspective. He says that urban rehabilitation is a tool very important. It is one of the growth engines. He says that it has to be managed well since it involved a lot of entities

Ihab Amarin talks about the history of tourism in Jordan, the current conception of the industry, and its negative impacts, and the new conception, and then the tool of urban rehabilitation (which is the basis of the Third Tourism Project)

He says that when talking about towns, we are talking about living entities, very old, and still living, still in process, animated. That's where the experience is, with the culture, with the people. Ihab Amarin says that the tourism map of Jordan needs to be changed. Now the industry is growing but it will not be sustainable if it stays as it is. That is where urban rehabilitation is important

The national tourism strategy was formed in 2004. Under the current conceptions, tourism is working with sites only (monuments). Ihab Amarin says that we need to involve local communities and cities, in order to support sites, so sites don't feel isolated. Now there is a real separation between the living cities and the sites. It has negative impacts and implications. Local communities are dealing with the sites in negative manner because they don't feel that they own the sites and that the site could help them. They even feel that they are undermined because the site is there. Economic and social benefit is the core issue of the new strategy. The new strategy is about shifting the focus from the site to the cities and its citizens. The site should support the community

Kerak, Jerash, Madaba, Ajlun, Salt should appear on the tourism map. Special building regulations are now being introduced for the five cities in collaboration with each Municipality and cities and the Ministry of Municipalities

Ihab Amarin says that these new projects are introducing social changes and that it needs time

? Gated Communities: A Solution for Residential Areas in Jordan 3.4

Dr. Eng. Arch. Nabeel Y. Al-Kurdi (University of Jordan)

Dr. Eng. Arch. Nabeel Y. Al-Kurdi is assistant professor at University of Jordan. He earned his bachelor at the University of Venice (IUAV), Italy in 1995 and his Ph.D. in Trieste, Italy in 2000. His research interests are urban planning and traditional building techniques and his specialization is building and planning in developing countries

Nabeel Al-Kurdi says that gated communities are a new trend in Jordan. These are residential areas with restricted access (walls), to prevent penetration by non-resident. Developers have decided to enclose the inter communities for mainly security reasons (safe environment). Nabeel Al-Kurdi asks himself if in Jordan we really need to be in gated communities to feel safe

Initially gated communities were developed for homogeneous groups, e.g. retired people, etc. One of the goals is to create a sense of community. Gated communities increase the gap between the rich and the poor, and introduce physical barrier

Nabeel Al-Kurdi talks about Andalusia gated communities which is located on the airport road. Incoming traffic will be monitored, restricted citizens only can access their neighbourhood after passing a gate, visitors are screened, parking is restricted to certain areas and there are surveillance cameras. At the heart of Andalusia, there are the recreational areas. There is only one entrance and one exit. Interactions are encouraged inside the project. The structures of houses are for most part transparent (use of glass)

Nabeel Al-Kurdi says that according to a small survey which was done by students of the department of architecture, 80% of respondent would like to live in gated communities if they could, but at the same time they are afraid of the lifestyle of the community, and the fact that it might be far from workplace, public transportation

:Discussant 3.5**Dr. Myriam Ababsa (Ifpo)**

Myriam Ababsa says that the four presentations mentioned to some extent the notion of community participation and the notion of decentralisation

Questions and discussion 3.6

Professor Kayed O. Abu Sabha wonders if gated communities are a solution for informal settlements. He also wonders if notions such as 'slums' are appropriate when talking about middle eastern cities, and if they are ?not relevant only when talking about western cities, according to their history and evolution

Lucas Oesch asks if gated communities are new sites, or old sites that are being enclosed. Nabeel Al-Kurdi says that they are new sites. Abeer Al-Saheb says that the concept used for addressing the central location of Aqaba old city did not really achieve what was privileged by the community and local authority. It is an inner city neighbourhood which suffers from a lot of problem. Many units were made with temporary materials. The objective was to change the built fabric. She says that to treat such a place, were the city had originated, using the same concept of rehabilitation used for neighbourhoods which don't really have that centrality; the result was that it failed to generate the required development, it was limited to the provision of basic infrastructure and land tenure. The reason it failed is because there was a misunderstanding how to read such a community and location. Such a location requires different ways of upgrading which considers the location and economic value of the place. Most of the places were rented, and original owners were only concerned about land tenure and not really about the upgrading issue; the scheme was heavily subsidized .and as soon as owners got land tenure they left the place to go in places which are in better conditions

Marah Al-Khayyat says that HUDC used stereotyped approaches, and didn't customize it according to the sites, the localities, we didn't read the sites and weren't creative. Sustainability is physical, social, cultural .and economic

Abeer Al-Saheb says that for the downtown Amman area, the participation process is being institutionalized and formalized, under the form of a council. It's a new idea. Because on many other projects, participation .was only limited to consultative meetings

Marah Al-Khayyat says that the problem in Jordan is that the country is not really used to the community feeling and its possibility. It's a learning process. She says that they are learning together with the community how to work together (for example when it comes to issues such as re-plan and regulations). She says that individuals are not used to think about themselves as being part of a city centre, and not just as an .owner of a particular plot