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The Historical Development of Municipality Laws in Jordan (1925-2014)

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Abstract

The present study addresses the history and development of municipal laws in Jordan from 1925 up to 2014. In this period, municipal elections were carried out according to six municipal laws and dozens of amendments thereof, in addition to the regulations and instructions issued thereon. Several amendments were introduced including, among other things, the number of municipalities and of members, nomination period, conditions of the candidate and the voter, the method of selecting the members and head of the Municipal Council, the mechanism of dissolving of the municipalities and sanctions for breaking the law. It is worth noting that the development of municipal laws is a clear evidence of the political, economic and social development in Jordan since its creation.

The study arrived at a number of findings: the heads of municipal councils were sometimes elected by the council members and sometimes appointed. The Greater Amman Municipality mayor, however, was invariably appointed by a cabinet resolution. Regarding the municipal council members they were first elected; then the law stipulated the appointment of half of the members and direct election of the other half. This was not, however, always the case. This applied to the Greater Amman Municipal Council members, though in different ratios. Political reasons were taken into consideration for these calculations.

The study recommends the need to work out an all-out modern Municipal Law that satisfies the needs of the entire society and which is the result of a dialogue between all ad hoc institutions.

Key Words: Municipal, Candidate, Constituency, Polling and sorting, Electoral crimes.

1. Introduction: Contemporary states suffer from the increase of burden on governments in offering public services to citizens and increase of the aspirations of the public to have a share in the burden of management and governance with their governments. In order to overcome that, states have sought to follow the local administration system to give some people the regional public responsibility to provide some services to the public and to be relatively independent from the central government and under its supervision and control.

This system is closer to the systems of local democracy which are characterized by the free choice of the representatives of the people at the local level through elections, which implants people's self-administration, and therefore generates people's interest in and loyalty to their local councils and participation in their activities which cultivate political experience. Heads of local councils often move to serve on the national level by becoming members of the legislative assemblies in the future¹.

Local administration is a form of administrative decentralization as there are two methods of management applied in the various countries of the world: the central and the decentralized method. The central method is based on the principle of uniformity and indivisibility; the authority of the final decision is given to an individual or a central board in the capital which supervises the various facilities in the state, both the national and local facilities. Decentralization is based on the distribution of administrative functions in the state between the central government in the capital, and relatively independent regional bodies operating under the supervision and control of the central government. The basic idea of regional decentralization (local councils) is that an administrative body is specializes in the affairs of each region most often elected by the people themselves to be entrusted with providing specific local services that represent their interests as well as the central authority², and this is the oldest form visible since the Roman state long ago, what could be called municipal councils, whose formation aimed to mitigate the heavy burden on the central authorities and at the same time give citizens the opportunity to elect their representatives at the local level. France was influenced by this system after the French Revolution in 1789, in addition to Belgium, the Netherlands, Anglo-Saxon and Socialist states³. Regional decentralization emerges for political considerations related to consolidation of the democratic process, and to promote citizen participation in local governance at the local level. Utilitarian decentralization or self-interest means the recognition of the moral personality of a facility in the state to be able to manage their affairs freely and tracking the methods that are consistent with the nature of the activity in order to promote administrative efficiency⁴.

Moral personality means: the ability to perform the duties and the enjoyment of the rights. It has an administrative and financial autonomy in relation to the central authority; administrative independence means the body's ability to make administrative decisions that benefit the citizens independently of the central government, but within the limits of

¹. Badran, Mohammad (1991) *Local Governance in the United Kingdom*. Cairo: Dar Al-Nahdha. pp.3, 3-7 and see Al-Shaikhli , AbdulQadir (N.D) *Local Management Theory*. Al-Mu'assasa Al-'Arabiya, pp.12-24.

². Same reference, P.24 and see Ghazwi , Mohammad Saleem (1994). *Reviews on Local Management in the Hashemite Kingdom of Jordan*. Amman, pp.6-8 and see Al-Kalayleh, Mohammad Ali.

³. Al-Hilo, Majid (1999). *Administrative Law*. Dar Al-Matbo'at AL-Jami'iya, p.100.

⁴. Al-Shaikhli, Abdulqadir. *Administrative Theory*. p.55 and see Al-Khalayleh. *Local Management and its Applications*. pp.43-44, 50-51.

supervision and control (administrative custody). Financial independence is the recognition of the local administration's ability to collect local financial resources in addition to the money they receive from the central government. The body is free to manage their money and their budgets are independent from the general budget. This type of administrative decentralization appeared by the end of the nineteenth century in the light of the breadth of the state, the development of its role and increase the burden on the authorities, which led to the distribution of administrative functions, especially as there are needs for citizens and projects needed to be managed by specialized administrative bodies which are relatively independent from the government in specific areas of public activity, such as education, transportation, communications and media. This includes administrative governors and directors of departments and presidents of universities¹. Granting local bodies the legal or (moral) person alone is not enough to ensure its independence, but it is necessary to take the election for the formation of all or most of these councils, because the members appointed by the central authority will be subject to it in one way or another, and therefore will not differ from the central government representatives in the provinces like administrators and directors of departments².

There are three ways to form local councils like appointment of all members, and the public have no opportunity to choose their representatives at the local level. The governments justify that saying they want to give importance to administrative considerations at the expense of political considerations to provide members with technical and managerial expertise, and representatives of different segments with loyalty to the central authority as is the case with the states of the Arabian Gulf. The other way is the election of all members, including the president, as in The United States, Britain, France, Egypt, Morocco, etc. and the election here is by individuals without any exercise of pressure on them by the central authority. The last way is the mixed one, which combines appointment with election, as in Jordan, Iraq, Kuwait, and the Sudan³.

Owing to the importance of the municipal councils and their growing role in the life of the society through joint teamwork between all society elements including governmental and private institutions, civil society, the participation of the public in decision-making to identify the needs, put forward strategies and programs for the benefit of the local community, activation of accountability and the development of decision-making process, so as to be able to achieve its goals.

The idea of the study of municipal laws in Jordan(1925-2014) has emerged as an attempt to adapt the laws, regulations and instructions that control the work of the municipal councils, especially because this topic was undercounted in-depth study and specialized

¹. Al-Tamawi, Suleimn. *A Short Book in Administrative Law*. Cairo:Dar Al-Fikr Al-'Arabi.

². For more details see Al-Khalayleh, *Local Management and its Applications*. pp51-54, and Al-Shaikhli. *Administrative Theory*. pp.55-56.

³. Abu Sheikha, Nader and Abdulmu'ti 'Assaf (1985). *General Administration in the Hashemite Kingdom of Jordan*, p.189.

search depending on the laws and regulations of Jordan published in the Journal of the Arab East until the end of 1928, then the Official Gazette throughout the study period, all the way to the findings and recommendations to find the flaws and treat them legally; and thus benefit researchers and decision-makers of the issues associated with the lives of the public to serve sustainable development.

The study attempted to answer the following questions:

- How many laws and regulations of the municipalities are therein Jordan for the period 1925-2014?
- What is the duration of the Municipal Council in Jordan?
- What are the conditions to be met by the candidate and the voter?
- How many members are there in the municipal council?
- What procedures for the nomination?
- How to make electoral propaganda?
- What is the competent authority to consider appeals regarding the results of the election?

2. The beginnings of the municipal councils in Jordan: Local government bodies (local councils) appeared in the second half of the nineteenth century, during the time of Ottoman administrative reforms. The US Act of 1856, is regarded the basic law in the Ottoman operations of the administrative reform, in addition to the states system¹, and management of public states which stipulates in Article (111) the formation of municipal councils in each city and county to be headquarters to the governor, provincial governor or district officer, which consists of a chairman , deputy, six members and a number of counselor members, including an engineer and a doctor, in addition to one clerk, a treasurer and as much as needed service.

It is a prerequisite that the council members be from different backgrounds and among property and land owners. The election is held every two years and half of the members are replaced each year. At the end of the term the election is carried out by consensus and majority in the election association which consists of county centers and councils of neighborhoods chiefs in preparation for the general election, and then they can be appointed after the government authentication². The membership continuation of membership of the municipal council requires that the candidate should not be convicted of a felony or a misdemeanor, and that he is not already in the military service , the police, the judiciary and prosecutors within the department of municipal administration, and should not be pledging constructions whatsoever of the municipality council. In addition, he should be no less than (20) years old. It is prohibited to appoint a person who is a member of two municipality councils³. The chairman and members of the municipal council are not paid salaries, while

¹. The Constitution (1984). Translated by Al-Khouri, Khalil A., Vol.1, Beirut: Al-Adabiya Prnting House, pp.382-396.

². Articles (111-113) Regulations of States Public Management of 1871, same reference, pp.382-396.

³. Articles (114-116) same reference, p.419.

the clerk and the treasurer are regarded by law as civil servant and are linked to a significant bail¹.

The council meets twice a week and, if necessary, presided by the chairman of the council or his deputy in his absence, and in the case of their absence the chairmanship of the council will go to the oldest member. The meetings of the council are not held with attendance of less than two-thirds of its members. The decisions shall be taken by majority and if there is equal voting the party with which the chairman voted will prevail. The chairman and the clerk will be responsible for the municipal council matters including records memoranda administration and control².

The Municipal Council is concerned with overseeing the buildings and interests relevant to water, removal of old buildings, that which suffer from defects in construction, taking the necessary measures to facilitate traffic, transit and transportation measures, keeping cleanliness and decoration of the town, the appropriateness of standards and phrases legally, prices, fire engines and road lighting. The Council revenues are represented in fees and charges allocated to it by the government and returns from town regulations, fine cash allowed to be collected, subsidies and grants, returns from shops that remain free to mark the expansion of roads and crossings. The Council expenses are related to roads, crossings, constructions and reconstruction of public utilities and municipal, the residence of the municipal administration and pensions of the government employees and staff and necessary administration expenses³.

It also enjoined the municipal council to organize revenue and expenses tables from month to month and send them to the district Board of Directors, and after seeing them they are sent to the Board of Directors of the state. If accepted they will be endorsed by the state and sent to the municipal council through the provincial governor and the municipal council retains the returned tables to be supportive to it⁴.

The Ottoman municipal act for the year 1877 has provided for the formation of a municipal council in every city and county. The functions of the districts are identified, while major cities are divided according to their location and breadth into multiple circles under supervision of the Board of Directors of these cities, and it is regarded the basis for this division as every (40) thousand people constitute a circle, so that each will have a separate municipal council⁵.

¹. Articles (116,117-119) same reference, p.419.

². Articles (120-123) same reference, p.419.

³. Article (126) same reference, pp.420-21.

⁴. Article (128) same reference, p.421.

⁵. Articles (1-2) of the Ottoman Municipal Law of 1877, A collection of applicable laws in all the Arab States detached from the Ottoman government, translated by Ramadan, Arif Effendi, Vol.4, Beirut: Al-Matba'a Al-'Ilmiya,1925, p.321.

The Municipal Council consists of (6-12) members, according to the density of the place and the number of people. They are elected by the public for (4) years, provided that they are the owners of the property and the Ottoman citizenship. The mayor shall be appointed by the state as a civil servant who has a salary from the municipality revenues, while the service of members is honorary, and half of them are replaced every two years. The town engineer, doctor and veterinarian are regarded as advisers, together with the council a clerk, treasurer and two sergeants as much as necessary. The treasurer is tied with a considerable bail, and is replaced once a year¹. The law requires the voter to be a dweller of the city, or county, has a property in it, his age exceeds (25) years, pays (50) piasters a year, has the Ottoman citizenship, enjoys all civil and personal rights and is not convicted of a felony².

As for the conditions for candidates to be elected to membership of the council, they must be the owner of a property in the city or county they live in, pay (100) piasters to the state, are no less than (30) years old, have the Ottoman citizenship, able to speak Turkish, sane and not committed by any sort of service, enjoy civil and personal rights, and have regained status after bankruptcy, and should not have been sentenced to imprisonment for one year or equivalent sanction as a penalty incurred for the crimes committed, not to be infamous for misconduct, should not be a holder of the privilege of foreign service even temporarily, not an employee in the municipal council nor a contractor or sponsor of some constructions and operations related to the municipality, and should not be doing his military or police service, nor in rule commission in the town or county they are in³.

Council members are elected at the beginning of the month of December of each election year, and ends on the last month of February. The Board meets at least twice a week, and when necessary they meet more upon the invitation of Chairman. In the chairman's absence, his deputy will be the oldest member. Here, for consultation in the Council to be legal absolute majority is required. If Members were sent a written invitation to a meeting and did not meet the majority condition, in the third meeting the decision of attending members will be valid, regardless of their number. This law arranged for the members who were absent three consecutive sessions a penalty of refrain. Those who pass away will be replaced by those who scored the highest votes in the election⁴.

The number of municipal councils has reached before the founding of the emirate in 1921 to (9) councils which are:

1. Irbid Municipality, which was referred to as the municipality of Al-Qathaa, sometimes Irbid Municipality, and some at other times the municipality of Ajloun. Its building was located in the southern part of the East Kingdom of the province. The establishment of its Council was in the year 1884. It has been penalized for its presidency of Mohammad Effendi Hamoud (1884- 1892), Said Effendi Al-Shraire

¹. Articles (4-6,8) same reference, pp.323-24.

² Article (18) same reference, p.325..

³. Article (19) same reference, p.325.

⁴. Articles (9,10-11,15) same reference, p.324.

(1892-1896), Ameen Agha Al-ernaut (1896-1897), Ahmed Sperani (1898-1902) and Mustafa Effendi Hijazi, who remained until 1911. The members were referred to them in the documents the state of Syria, such as Nael Ghrabi , Ibrahim Al-Ayoubi, and Mahmoud Al-Ali in the first municipal council, and as stated in the book on Ajloun district, the Ottoman municipal law was not in action for changing half of the members annually, for the members names were repeated. In the Third Municipal Council (1892-1896) the number of members in 1892 was two, namely Mohammad Al-Ahmad Mustafa Al-Yousef. In 1893 Suleiman Al-Ali and Ahmed Al-Dalgamoni were added, while Mohammad Al-Ahmad was not mentioned. The members in the fourth the Municipal Council were Hasan Effendi Al-Shara, Hamid Al-Mahmoud , Mustafa Al-Youssef and Mahmoud Al-Ali, who are the members themselves in the fifth Municipal Council¹.

2. Karak Municipality 1884.
3. Salt Municipality 1888.
4. M'aan Municipality 1905.
5. Amman Municipality 1909. Three people chaired it from foundation until 1919. They are: Ismail Papon (1909-1911), Ahmed Al-Khatib (1911-1915), and As'ad Khalil Mamdouh (1915-1919).
6. Madaba Municipality 1912. The chairmen of Council since its inception up to 1918 were: Dakhllallah Al-Ujeilat, Saleem Marar andYacoub Aljmaian. The number of members of the Council was between (6-8) members.
7. Sahab Municipality 1912.
8. Tafila Municipality 1914.
9. Ajloun Municipality in 1920².

These municipalities were all managed under the Ottoman law of managing the States and Ottoman municipal law, until 1925 municipal Act was issued. The reason for issuing was the dispersion of Turkish laws and regulations; hence the need to enact a law that shows the functions and formations of municipalities in the Arab East government³.

Governments generally follow one or more methods in the distribution of tasks between the central authorities and local administration such as texts in the constitution, the law, or ministerial decisions or writing contracts. One finds that Jordan had followed the most

¹. Al-Jaloudi, Ulayyan (1994) Ajloun Province. (1864-1918). Amman: University of Jordan, pp.230-231.

². Al-Sawarya, Nofan (2010). Amman and its Neighborhood (1864-1921). Amman: Ministry of Culture, pp.100-101, see also Ali Al-Kurdi, Mohammad (1997). History of Salt & Balqa' and their Role in Building Modern Jordan. Amman: Dar Emad, p.49. and see Ghazwi. Reviews on Local Management in the Hashemite Kingdom of Jordan, pp.35-39, and Al-Tal, Bilal Hasan et al (1996). A Study of Municipal Elections in Jordan in 1996. Amman: International Islamic Center for Studies and Information, p.6.

³. Al-Sharq Al-'Arabi. Amman. 102, May 4th, p.4 and no.103, May 11, 1925, pp.2-3 and no. 104, May 18th 1925, p.4.

successful methods because the relationship between the center and the local administration is a regulatory legal relationship, where individuals can find the tool of sanctity of implementation¹. Municipal laws in Jordan have been based on Jordan constitutions and amendments since their issuance in 1928; Article 57 of the Basic Law of 1928 states that the municipal affairs in the cities of East Jordan and counties are run by municipal councils in accordance with a special law²; Article (M 7) of Jordanian third Constitution for the year 1947 stipulates that the municipal affairs in the Kingdom cities and municipalities are run by the municipal councils in accordance with the special Act³, as stipulated in Article (121) of the Jordanian Constitution for the year 1952 that "Municipal affairs and local councils are run by the municipal or local councils according to special laws⁴.

According to these provisions municipal laws and laws regulating cities⁵, licensed professions⁶, the laws of the buildings and land tax within the boundaries of municipalities⁷, municipalities⁷, and the laws of the establishment of municipal courts⁸ have been put.

3. The Formation of the Municipal Council, its duration, vacancy of one of its members

3.1 Formation of the Municipal Council: The Municipal Council of the capital, according to Municipal Law of 1925, consists of a chairman appointed by the Prime Principal in addition to (7) members from which the administrative governor of the province appoints a chairman. The members elect amongst them an assistant to the chairman. The Municipal Council in the provinces is composed of (5-7) members from whom the administrative governor of the province appoints a mayor⁹; the members shall elect from among them an assistant to the chairman under Article (5) of the Municipal Law (9) of 1938 the municipal council consists of a chairman , a deputy, appointed members of a number decided by the prime minister, and elected members not less than (4) and not more than (6) provided that the number of elected members is more than the number of appointed ones. The members shall perform an honorary job. The chairman shall be deemed an employee with a salary, is appointed and dismissed by the Prime Minister. The appointed members of the Council shall be appointed, replaced and dismissed by the Prime Minister upon the recommendation of the district administrator, and those are government employees, municipal employees or people having of the necessary qualifications for elected members¹⁰.

¹. Al-Shaikhli, Abdulqadir. Administrative Theory. pp.32-34.

². Al-Sharq Al-'Arabi. Amman, no.188, April 19 1928, p.11.

³. Official Gazette (Amman). no.886, February 1974, p.609.

⁴. Official Gazette (Amman). no.1093, January 8, 1952, p.14.

⁵. Official Gazette (Amman). no.3871, March 1933, p.138 and no.1228, June 1, 1955, p.525.

⁶. Official Gazette (Amman). no.1061, April 1 1951, p.932 and no.1101, March 1, 1952, p.125.

⁷. Official Gazette (Amman). no. 597, October 1, 1937, p.640.

⁸. Official Gazette (Amman). no. 4520, January 2001, p.5567

⁹. Official Gazette (Amman). no.103, May 11, 1925, p.3.

¹⁰. Official Gazette (Amman). no. 586, February 1, 1938, pp.54-55.

The new rules mentioned in the Municipal Law (17) of 1954 stipulate that:

1. The municipal council is composed of (5-7) members. The new municipal board is composed by consent of the Minister of the Interior who identifies the number of board members of at least (7), as with the consent of the Council of Ministers to increase or reduce the number of members of the board of any order issued in the Official Gazette, provided that this does not happen within the duration of the term¹. The mayor is elected by the elected members by an absolute majority, and in the case of having equal votes or refrain from holding the election the Minister of the Interior shall appoint the mayor (2) with the consent of the Council of Ministers. The prime minister may dismiss the mayor for the benefit of the municipality, but should inform the prime minister of the causes of dismissal and give enough time to defend himself. If the mayor dies after no less than three years of service in office the municipal council, with the permission of the Minister of the Interior, shall pay to his inheritors a reward of no more than his yearly total salary².
2. The Cabinet appoints the Mayor of the capital³ either from among the board members or from outside.
3. The Municipal Council elects a deputy or more from among the members, in which case the chairman and his deputy shall get a salary from the municipal fund. The Minister of Interior may dismiss the deputy if that was in the municipality interest, and if the mayor died mayor after he took office for not less than (3) years the municipal council, with the permission of the Minister of the Interior, shall pay to his inheritors a reward of no more than his yearly total salary⁴.

¹. See (articles 3 /2, 8) Official Gazette (Amman). no. 1183, June 6, 1954, pp.433 and 435.

². There was a special section in the Ministry of the Interior competent in municipalities and follows up their affairs. When the work of this section expanded senior staff were appointed with the rank of Undersecretary competent of municipal affairs and linked independently to the Ministry of Interior. This situation continued until 1965, when a separate Ministry of Municipal and Rural Affairs was established, whose duties were assigned to an independent minister and became a central administrative system. It shared the duties with the Ministry of Interior in terms of reference contained in the Municipal Law of 1955. The administrative rulers remained in their supervision of the work of the municipalities which formed a kind of duplication; see Jordan Encyclopedia, Modern State, Vol. 2, Amman, p. 97.

³. The Municipal Council of the capital was replaced by the Capital Municipality, and the Mayor Mayor by the Secretary of the Capital, as a result of the expansion of the city in the wake of the 1948 war under the amended Municipal Law. 20 of 1952. Then Municipality of the Capital was renamed as Municipality of Greater Amman and its chair as Mayor of Amman, under the amended Municipal Law (1) of 1987, as a result of the steady expansion of the area of the city, increase in population, and the comprehensive plan for the city and its surroundings. see: Official Gazette (Amman). no.1104, April 1, 1952, p. 153, and (articles 3-4), Official Gazette (Amman). no. 3445.1 January 1987, pp. 2-3, and islahnews.net.

⁴. (articles 47-48, 51) Official Gazette (Amman). no.1183, June 6, 1954, pp.445-46.

Under the Municipal Law (29) of 1955, article (3/2) stipulates that the municipality is managed by a municipal council whose members are elected directly or appointed in accordance with the provisions of this Act. The Minister of the Interior, upon the recommendation of the district administrator, may determine the number of Council members of no less than (7) and no more than (12). An elected member of the Council is appointed chairman by a decision taken by the Council of Ministers upon the recommendation of the Minister of Interior. It is published in the Official Gazette and expires by the end of the term or dissolve of the Council. The Council of Ministers, under Article (34), and upon a recommendation by the Minister of the Interior, may dismiss the Chairman if it is satisfied that the municipality's interest so requires¹.

Under the amended Municipal Law (3) of 1960, article (20) distinguishes GAM from other municipalities in that its works are run by a board half of its members are directly elected and the other half are appointed by the Council of Ministers upon the recommendation of the Minister of Interior². The law did not require in the appointment of the Mayor of the capital to be members of the Board³. In case of vacancy of the mayor post the Council of Ministers shall be entitled to entrust of the ministers to undertake the powers of the mayor. Allowances are allocated for him⁴ by a decision of the Secretariat of the Council and the approval of the Prime Minister⁵.

The amended Municipal Law (22) of 1982 states for the first time the ban of appointing any person as chairman of the municipal council for more than two legislative periods⁶, but the legislature returned Under the amended Municipal Law (12) of 1994 to cancel the ban and delineate the number of members to:

1. Amman Municipality: it is run by the Board of Directors which shall be determined by the Council of Ministers, half of whom are elected directly while the other half are appointed by the Council of Ministers upon the recommendation of the Minister. The chairman is selected from among them.
2. Other municipalities consist of a chairman and a number of members not less than (6) and not more than (11), upon a decision by the Minister on the recommendation of the Governor. In the same way the number may be changed, and the council and chairman shall be elected at the same time⁷. But Under the temporary amended Municipal Law

¹. Official Gazette (Amman). no. 1225, May 1, 1955, pp.403-4, 412.

². Official Gazette (Amman). no.1467, January 16,1960, p.58.

³. Official Gazette (Amman). no. 1225, May 1, 1955, p.412.

⁴. Article (2/4) of the amended Municipal Law (30) of 1967, Official Gazette (Amman). no. 2054, October 22, 1967, p.2375.

⁵. Article (2/4) of the amended Municipal Law (22) of 1968, Official Gazette (Amman). no. 2082, May 20, 1968, p.454.

⁶. Article(7) Official Gazette (Amman). no.3061, April 1, 1982, p.486.

⁷. Articles (2,12) Official Gazette (Amman). no. 3984, August 1, 1994, pp 166, 1661.

(21) of 2003 the mayor shall be appointed rather than elected, and there will be appointed members of the municipal council in addition to the elected members¹.

The embodiment of the principle of women's political participation and commitment to the Royal directives, Municipal Law (14) of 2007 allocated for membership candidates of the Council no less than (20%) of the number of members of the Council to be filled by those who got the highest votes for the number of voters in their constituency. If the required number of candidates is not achieved, or the number is not equal to the percentage of the number of council members, then appointment is resorted to on a decision of the Council of Ministers upon the recommendation of the Minister of Municipal Affairs within the limits of this percentage. This is applicable in respect of elected members in the Greater Amman Municipality². The percentage has been increase to 25% under the Municipal Law (13) of 2011. We also find that the legislator in this law did not put a limit to the number of times a person may be assuming the chairmanship of the Council³. The constraint of two legislative periods on the chairman of the Council no longer exists since the issuance of the amended Municipal Law (12) of 1994.

The Municipal Law of 2007 cancelled the limitation of the number of members. It stipulates that municipalities with the exception of the Greater Amman Municipality, the Aqaba Special Economic Zone⁴, and the authority of the developmental Petra region⁵ are handled by a municipal council which consists of the chairman and members whose number is determined by the Minister of Municipal Affairs. The chairman and members are elected directly. The Greater Amman Municipality is divided by the Council of Ministers into a

¹. see article (3,6) Official Gazette (Amman). no. 4592, April 16, 2003, p.1666.

². Article (9) Official Gazette (Amman). no. 4592, April 16, 2007, p.2185.

³. Articles (9/B, 33) Official Gazette (Amman). no. 5114, September 15, 2011, pp.4212, 4230.

⁴. Aqaba Special Economic Zone replaced both Aqaba and the authority of the province of Aqaba. The Aqaba Special Economic Zone Law (32) of 2000 has given it an independent legal personality financially and administratively as is the case in the municipal councils, so that they can have movable and immovable property and do all the work and legal actions to achieve its goals. It is supervised by the Board of Commissioners which consists of (6) full-time members, including the President. All are appointed by a decision of the Council of Ministers upon the recommendation of the Minister of Municipalities for a period of four renewable years. The method of appointment and the exclusion of election of the Council stem from tipping administrative considerations on political ones and on the Aqaba economic importance and the distinct competencies it needs. However, it is looked at as confiscation of citizens' right to vote at the local level (see W7, 12- 13), Official Gazette (Amman). no.4453, August 13, 2000, pp. 3425-3427, and Khalayleh, Local Management, pp. 157-159.

⁵. The Development of Petra Region Authority along the lines of the Aqaba Region Authority seeks the development of tourism and the region economically, socially and culturally. It consists of (5) members, including the president and vice president and are all appointed by the Council of Ministers, coupled with a Royal Decree, see: (articles 6, 8) of tourism development law for Petra Region Authority (15) of 2009 for the year 2009, Official Gazette (Amman). no 4976, August 16, 2009, pp. 3834-3836.

specific number of elected members, and the other half of the members is appointed upon the recommendation of the Minister of Municipalities. The Council of Ministers appoints the Mayor of Amman from among the members of the Council Secretariat¹.

Under the Municipal Law (13) of 2011 the Greater Amman Municipality is administered by a Board the number of its members is determined by the Council of Ministers, two-thirds of which are elected while the remaining third as well as the Mayor of Amman are appointed by the cabinet upon the recommendation of the Minister of Municipalities. The number is limited under the cabinet decision dated 1 October 2011 to (45) members, 30 elected members, including (6) seats for women, and (15) appointed members².

3.2 Duration of the Municipal Council: Municipal Law of 1925, Article (24) states that the period of chairman and members of the municipal council, including the chairman of the capital is (4) years, but in all constituencies where all members are elected; half of them are reelected by lot after two years. The council sessions shall be held at least once a week. The chairman is entitled to call the council for a meeting in exceptional circumstances, and the chairman of the Board of Supervisors has the right to dissolve the council upon a decision by the Board if necessary³.

Under the Municipal Law (9) of 1938, the council's period has remained (4) years after the cancellation of reelecting half of the elected members by lot. Article (9) provides that before the end of this period, the prime minister issues an order to hold elections for the new council and appoint its date. It also empowered the council to dissolve it at any time, and cancel the election if it saw it was performed illegally. If the council is dissolved because of the expiry of its term or any other reason, the Council will continue to do its work until the formation of a new municipal council. The Council meets at least once a week, and any government employee sent by the Prime Minister or provincial governor can attend the council meeting. The quorum shall be half of the total number of members, and the decisions are made by majority. In cases of equality of views it is likely to side with the half on which the Chairman of the Council stands. Each member fails to attend meetings without excuse more than (6) times) within three months is considered to have resigned⁴, and under the amended Municipal Law (16) of 1941, the legislature entitled the Council of Ministers to extend the ordinary Municipal Council duration of (4) years and in exceptional circumstances to (6) years⁵.

Among the new provisions in the Municipal Law (17) of 1954, is that the Municipal Council shall hold an ordinary session at least once a month, and that the mayor may, at any time, call the Council for a meeting, and if the Council did not hold any meeting, a third of

¹. Article (3/B) Official Gazette (Amman). no 4820, April 8, 2007, pp. 3834-3836.

². Article (3/B) Official Gazette (Amman). no 5114, September 15, 2011, p. 4210 and Official Gazette (Amman). no 5118, October 2, 2007, p. 4587.

³. Articles (24, 35, 37) Al-Sharq Al-'Arabi, no.103, May 1925, p.3.

⁴. Articles (9-10) Official Gazette (Amman). no 586, February 1938, p.55.

⁵. Article (2) Official Gazette (Amman). no 710, June 1941, p.180.

the members may demand the Chairman of the Council to hold a meeting, and if he rejected, the Council shall, within a period of (14) days, call members to hold a meeting. A notice must be put on or near to the municipality gate stating the time and place of the sitting and the things that will go to research at least 24 hours before the sitting, signed by the chairman or the member who called for the meeting. At the meetings of the Council, the public are not permitted to attend when the matters under consideration are approved by voting publicly, but they may attend the sittings by a decision of the majority of the members present. It is not permitted to discuss issues not mentioned in the call to attend the meeting signed by the Chairman and sent to each member prior to the meeting by at least (24) hours, except in the case of the presence of a third of the members and agreed to discuss any subject. The decisions are made by the majority of members present. In case of absence of quorum in (3) consecutive sessions, the decisions shall be displayed in the third session before the provincial governor, if approved, they will be considered as legally taken¹. It is noted that this law has taken into account the appearances of true democracy, such as the announcement of the meeting minutes and public sessions.

The legislator under the Municipal Law (29) of 1955 returned to the provisions of the Municipal Act of 1938 that make the Council hold at least one regular session every week, and stated that in the absence of the Chairman and his deputy, the oldest member shall chair the meeting. New issues not contained in the agenda may not be raised, unless they are urgent. It also points out that there are public sessions every citizen interested in its topics may attend during the debate, but when decisions are taken, the meeting must be kept private. Private sessions may be held if they are related to public morality or staff affairs and the administrative system in the municipality. In the case of lack of a quorum in two successive sessions the sitting is considered legal. The legislature acknowledged for the first time a bonus for each meeting to the members of the Council with the exception of the Chairman, who has a salary of JD (10) for municipalities of the first and second category, (5) dinars for the third and fourth category². In case the vice-chairman acting as chairman when the chairman is absent for more than a week due to illness, leave, or travel, the vice-chairman shall get a reward equivalent to the salary of chairman, and allowance with travel expenses³.

Amended Municipal Law (12) of 1994 re-classified municipalities mentioned in the Municipal Law of 1955 to become:

¹. Articles (1-2, 5) of the sixth appendix of the law. Official Gazette (Amman). no. 1183, June 6, 1954, pp.467-8

². Municipalities of province centers and any other municipality of population of more than (100) thousand people, municipalities of district centers of a population of more than (15) thousand people and less than (100) thousand people, of counties centers and municipalities with a population of more than (5) thousands people and less than (15) thousand. Municipalities other than the ones mentioned in the first, second and third categories, see (article 4), Official Gazette (Amman). no. 1225, May 1955, p. 404.

³. Articles (8,34-35, 40) same reference pp. 404-405, 412-413.

Category I: Municipalities of governorate centers.

Category II: Municipalities of provinces and municipal centers with a population of over 15 thousand people.

Category III: Municipalities of districts and counties centers, and municipalities with a population of over (5) thousand people and not more than (15) thousand people.

Category IV: Other municipalities.

As a corollary, municipalities were considered dissolved a month following the enforcement of this act, and the decision to hold elections for all municipal councils in one day during the first half of July 1995, and this recurs every four years. In the case of dissolving the municipal council before completing its term, a temporary committee is appointed for the municipality for the remaining period if less than a year, but if the remaining period is more, the Committee's shall perform its work for a period of 3 months, until the election of a new council to complete the period of the previous council. Note that the Minister of Municipal Affairs may postpone elections in one municipality or more for a period not exceeding six months, and as part of the duration of the legal period of the council¹.

Article (8) of Municipal Law (14) of 2007 has acknowledged that in the case of dissolution of the Council and the period is not more than one year a committee is appointed which supervises the election of a new council, and if this is not done the old council (dissolved) continues in the exercise of its works until the new council is elected².

The legislator then re-classified municipalities as follows:

Category I: Municipalities of governorate centers, and any other municipality with a population of over a hundred thousand people.

Category II: Municipalities province centers, and municipalities with a population of more than fifteen thousand people and not more than one hundred thousand people.

Category III: Municipalities district centers and municipalities with a population of more than five thousand people, and not more than fifteen thousand people.

Category IV: other municipalities not included in the first, the second and third categories³.

It is the same classification in the Municipal Law (13) of 2011 of which Article (4 / D) considers all municipal councils dissolved three months prior to the expiry of the term. The minister appoints interim committees to manage the work of the municipalities until the holding of elections, and the posts of chairman and members of the new council are filled. This law has made the council meeting in Greater Amman Municipality at least once a month and in other municipal councils at least once every week. It also authorized private meetings on issues deemed necessary by the Council, and kept what was applied in the 2007 Law in the case of dissolution of the Council before the expiry of the term for a period not

¹. Article (3) Official Gazette (Amman). no.3984, August 1994, p.1661.

². Article (9), Official Gazette (Amman). no. 4820, April 8, 2007, p. 2185.

³. Article (4), same reference, pp. 2180-81.

exceeding one year, by appointing a committee which serves as the Council until the election of a new council. If the election is not held the dissolved Council returns to exercise its duties, but the legislator under the amended Law (7) of 2012, returned and cited a new provision that the appointed committee continues to work until a general election is held, and this is an impairment of elected local councils¹. In the absence of a quorum for two consecutive sessions the third is considered legal on the condition that at least one third of the council is present. Also reward of council members, except for the chairman, for attending sessions was raised to be (30) dinars to municipalities of the first and second categories, and (24) dinars to the municipalities of the third and fourth category².

3.3 The Municipal Council Vacancy: The Municipal Law (9) of 1938 tackled cases of vacancy of the municipal council in the articles (16-19), concerning the loss of membership for several reasons, including resignation, as law authorized a member of the council to submit a written resignation request to the Chairman of the Council, and the date of submission of the application is considered the date of resignation. The vacant position is filled after (7) days of vacancy at most by a candidate who is still in possession of the required qualifications, and got the highest score of votes following the last candidate won in the last election. If there is no candidate the regular way in the election is followed, and if the candidates did not file for election, or the number was not enough, the Prime Minister, with the consent of the Executive Board may appoint a number of people to fill vacant electoral posts. This procedure applies to the following cases:

1. An elected member of the municipal council convicted of a felony or a misdemeanor and punished by imprisonment of one year or more during the period in which he occupies the post, and is deprived of membership from the date of sentencing.
2. An elected member accepts a job in government or municipality with a paid salary, has a contract agreement with the municipal council, receives a benefit in any agreement with the municipal council or acting for it, declares bankruptcy, is declared legally incompetent, or has lost the necessary qualifications for election³.

In the Municipal Law (17) of 1954 several cases were stated if any of which were available membership is lost and the municipal seat becomes vacant. These cases are:

1. Resignation
2. The absence of the member or the chairman from attending regular meetings of the Council without excuse for a period of (3) consecutive months after giving him the right to appeal to the Council of Ministers within (14) days of the loss of membership. His post becomes vacant after the cabinet's final decision on it.
3. Death.

¹. Official Gazette (Amman). no.5114, September 15, 2011, p.429 and Article (3) Official Gazette (Amman). no.5145, March 2012, p.927.

². see Articles (4,8,33-34,39) Official Gazette (Amman). no. 5114, September 15 2011,pp.4211, 4215, 4230, 4232-33.

³. Official Gazette (Amman). no.586, March 1938, p.57.

4. The loss of membership qualifications.

If the vacancy in the previous cases during the previous three months to the end of the term of the Council, the Interior Minister may refrain from the appointing the date of the electing a substitute. If the deceased member or the one who lost membership had been elected on the basis of proportional representation, he is replaced by the candidate who received the highest number of votes among the candidates in the list of his party in previous elections, and if there is no candidate the Minister of the Interior shall appoint someone to replace him¹.

Under the Municipal Law (29) of 1955, and amendments, vacancy cases are limited to the following cases:

1. Resignation which is regarded final from the date of registration in the municipal books and communicated to the district administrator and to the Minister of Municipal and Rural Affairs², and in doing this some jurisprudence scholars see the absence of the role of the municipal council to approve or reject the resignation submitted in accordance with the usual majority to make decisions³.
2. The death of the chairman or member in which case must inform the minister the administrator and that an obituary is published in the Official Gazette.
3. Legal loss of membership in the following cases:
 - A. If he failed to attend regular meetings of the Council for three consecutive sessions without a legitimate excuse acceptable to the council⁴, or a total of a quarter of the number of meetings held by the Council during the year⁵.
 - B. If he works in a case against the Council in his capacity as a lawyer, an expert, an agent, buys a property disputed with the Council in any way.
 - C. If he makes an agreement with the Council or if he or his representative gets benefit in any agreement with the Council or, with the exception of contracts and benefits of being a member of a joint stock company, provided that he is not a director or a member of the board of directors or an employee in or agent of the company.
 - D. If he loses the necessary qualifications of a candidate.

The law authorizes the member or the chairman to submit to the Minister of Municipal and Rural Affairs, within (15) days from the date of loss of the membership, a request to keep him in office. The Minister's decision shall be a final decision, and the Council shall inform the minister or administrator of the loss of the chairman or member of his post in the Council within (7) days from the date of the incident. If a member's post vacated, as in

¹. Articles (43-45) Official Gazette (Amman). no.1183, June 16, 1954, p.444.

². Article (37) Official Gazette (Amman). no.1225, May 1955, p.412.

³. Shatnawi, Ali Khattar (2002). Local Management. Amman: Dar Wa'el, p.487.

⁴. Article (37) Official Gazette (Amman). no.1225, May 1955, p.412.

⁵. Article (4) of the amended Municipal Law (22) of 1982, Official Gazette (Amman). no.3061, April 1982, p.487.

previous cases, he is substituted by the candidate who got the highest score of votes if he still retains membership qualifications, otherwise the one who comes after him. If there is no candidate the minister shall appoint a member among voters to fill the vacant position¹, with the exception of the Mayor of Amman, if the post of chairman vacated for any reason, the vice-chairman shall take over duties to a maximum period of (3) months during which a new chairman shall be appointed, but if the remaining term is not exceeding one year, the vice chairman shall continue to undertake the tasks of the chairman to the end of the period prescribed for the former chairman.

The Municipal Laws of 2007 and 2011 did not add to these cases, except that:

1. There is a reference in (Article 8 /c) to the case of collective resignation of the members of municipal councils, if the number of members of any municipal council does not form a quorum as a result of the resignation of a group of members the Minister of Municipalities upon the approval of the Council of Ministers may consider the Council dissolved, fill the vacant positions, or appoint a committee that serves as the Council for the remaining period of the term.
2. The member or chairman's failure to sign the decisions of the Council for three consecutive times without convincing and legal statement of reasons.
3. Membership vacancy of any of the women in any municipal council, in which case the successor candidate will be the one who got the highest score of votes among women if she still retains membership qualifications, otherwise the one who comes after her. If there is no candidate Minister of Municipalities shall appoint a member among women voters who meet therein membership qualifications to fill the vacant position².
4. **Conditions needed to be met by the voter and candidate for membership and chairmanship of the municipal council**

4.1 The conditions to be met by the voter:

Article (25) of the Municipal Law of 1925 on the qualifications of a voter who casts his vote for the election of members of the Municipal Council, states that he should:

1. be a subject of the East Arab Government.
2. be a resident of the town of which members of the municipal council are to be elected, or a resident of other areas in the east of the Jordan, and has settled in the town and taken it a center for his commercial, agricultural and industrial work.
3. be twenty years old.
4. not be convicted of a felony or immoral misdemeanor.

¹. Articles (36-39) Official Gazette (Amman). no.1225, May 1955, pp.412-13 and Article (20) of the amended Municipal Law (12) of 1994, Official Gazette (Amman). no.3984, May 1994, p.1666.

². Articles (8/C,35-38) Official Gazette (Amman). no.4820, April 8, 2007, pp.2185, 2197-98 and Official Gazette (Amman). no.5114, September 15, 2011, pp.4212,4231-32.

5. not be lapsed from civil rights, or adjudged bankrupt and is no longer considered so, or not interdicted or ended detention.
6. not be claiming foreign nationality.
7. not be working a servant.
8. pay property and participation tax of no less than (100) piasters¹.

The Municipal Law (9) of 1938 Article (11) states the following conditions to those considered eligible to be voters for the municipal council in their area.

1. Completed eighteen years of age.
2. Their usual place of residence is within the municipal area for (12) months preceding the date of the election.
3. Paid buildings and land tax worth 500 fils within the municipal area.
4. Are not to be interdicted, nor considered bankrupt².

The Municipal Law (17) of 1954 reports the conditions in the second margin thereto. It stipulates that the voter must be a male Jordanian whose name is included in the register of voters, 18 years old, legally competent, is not sentenced to imprisonment for one year or more, or received a pardon for the offense to which he was convicted in the past, is a resident of the municipal area has paid the due taxes of no less than 500 fils³. The Law in Article (11) forbids the exercise of the right to vote, in addition to the above, every employee in any municipality or any other local authority⁴. The same conditions are repeated in the Municipal Law (29) of 1955, with the exception of age, and text explicit statement of denying women the right to vote, bringing the requirement to be a (21) years of age Jordanian male while women are denied the right to vote, until the issuance of amended Municipal Law 22 of 1982, which stipulates that every person is entitled to have his name included in the voters list if he meets the following conditions and qualifications⁵:

1. is 19 years old Jordanian male or female.
2. is normally be a resident within the municipality during the last (12) months directly after the date of the preparation or revision of the table.
3. must have paid buildings and land tax within the municipal areas, education tax, the professions and industries license fees, waste collection fees, or any other municipal tax of not less than one dinar a year if he is subject to taxation.
4. is not to be insane or legally incompetent⁶.

¹. Al-Sharq Al-'Arabi. no.103, May 111925, p.2.

². Official Gazette (Amman). no.586, March 1938, pp.55-6.

³. Official Gazette (Amman). no.1183, June 1954, p.562.

⁴. Same reference, p.436.

⁵. Article (12) Official Gazette (Amman). no.1225, May 1955, p.406.

⁶. Article (4) Official Gazette (Amman). no.3061, April 1, 1982, p.485.

In this way this act may have validated equality between men and women as stipulated in the Constitution, but realistic, intellectual and social considerations still discriminate against women and prevent the activation of equality.

In the Municipal Law (14) of 2007, the same conditions remain, except that the legislator amended the voting age to become (18) calendar years¹, in line with the age of the political majority, adopted for the purposes of parliamentary elections in the election laws. It also expands the base of youth participation. The Municipal Law (13) of 2011 stipulates the completion of 18-years on the first day of the election². The amended Law (7) of 2012 identified stipulates the completion of 18 years of age sixty days from the date of issuance of the decision to appoint the chairs of the election committees³. According to the law as amended in 2012, whoever was adjudged bankrupt and has not regained legal consideration, had been put under guardianship and deprived of legal competence for any reason, and was not lifted, and was insane or an imbecile shall be deprived of the right to vote⁴.

It is noted that the legislator in the Municipal Law of 2011 and amended for the year 2012 has dropped the condition of paying buildings and land tax within the municipality, the professions and industries tax, waste or any other municipality fee or tax of not less than one dinar annually if he is subject to taxation according to the Municipal Law (14) of (2007)⁵. This is more appropriate because the election is a political right of the citizen, and if the goal is the collection of municipal funds, there are legal mechanisms by which to collect money from citizens⁶.

4.2 Conditions to be met in a candidate for membership of the municipal council:

In accordance with Article (26) of the Municipal Law of 1925, the conditions for membership of the municipal council are in:

1. Availability of conditions to be met in the voter.
2. Payment of property and participation tax (100) piasters.
3. Not being committed to or contractor with the municipality.
4. Those who know how to read and write in Arabic are given preference for membership⁷.

The Municipal Law (9) of 1938 gave the right to stand for election to every qualified Jordanian who completed (25) years of age, unless he serves for a paid salary in the government, the municipality or has a benefit in any contract with the Municipal Council or

¹. Article (12) Official Gazette (Amman). no.4820, April 8, 2007, pp.2186-87.

². Article (12) Official Gazette (Amman). no.5144, September 15, 2011, p.4218.

³. Article (4) Official Gazette (Amman). no.5145, March 14, 2012, p. 931.

⁴. Same reference, p.931.

⁵. Article (12) Official Gazette (Amman). no.4820, April 8, 2007, pp.2187.

⁶. Khalayleh, Local Management, p.165.

⁷. Al-Sharq Al-'Arabi, no.103, May 11 1925, p.2.

on behalf of it¹. Under the Election Law (17) of 1954, at the third addendum of it, the right to nominate for membership is given to every Jordanian whose name is listed in the voters' register, is 25 years old, can read and write well, and has a place of residence in the municipality area². This last condition dropped from the conditions set out in Article 18 of the Municipal Law (29) of 1995 and added other conditions including that he should not be an employees or hired in any ministry, government or public official institution or municipal department, or a lawyer for the municipality unless he resigns within ten days before the start of the nomination date, and should not be convicted of a felony or misdemeanor involving moral turpitude, should not be fraudulent bankrupt, should not be a member of the National Assembly³.

The legislator dropped the condition of not being a member of the National Assembly under Article (9) of the Municipal Law (12) of 1994 and added two conditions which stipulate that he should not be a member of another municipal council or a candidate in other constituencies⁴. The legislator again deleted these two conditions under Article (6) of the Interim Municipal Law (21) of 2003⁵.

The two Municipal Laws (14) of 2007, and (13) of 2011, and in accordance with Article (18) of each of them, stipulate that everyone whose name is listed in the voters list has the right to run for municipal council membership if he meets the following qualifications:

1. Have completed (25) calendar years of age.
2. Is able to .read and write well.
3. Should not be employed to or hired by any ministry or government official or public institution or a municipality, unless he resigns a month before the start of the nomination deadline, and the municipality lawyer is required to end his contract within this period.
4. Should not be a member of the National Assembly.
5. Not convicted of a felony or misdemeanor involving moral turpitude.
6. Is not a fraudulent bankrupt.
7. Is supposed to have taken all necessary measures for the nomination process by submitting a nomination application duly signed within the specified period, according to the official form accompanied by the receipts that prove that the candidate has paid to the municipality accountant a financial credit.
8. That he gets a clearance from the municipality⁶.

1. Official Gazette (Amman). no.586, February 1938, p.56.

2. Official Gazette (Amman). no.1183, June 16, 1954, p.462.

3. Official Gazette (Amman). no.1225, May 1, 1955, p.407 and Article (2) of the amended Municipal Law (24) of 1977, Official Gazette (Amman). no.2703, June 1977, p.1322.

4. Article (9) Official Gazette (Amman). no.3984, August 1, 1994, pp. 1663-64.

5. Official Gazette (Amman). no.4592, April 16, 2003, p.1667.

6. Official Gazette (Amman). no.4820, April 8, 2007, pp.2188-99, Official Gazette (Amman). no.5114, September 15, 2011, pp.4221-22.

4.3 Conditions to be met in the mayor:

The mayor under the Municipal Law of 1925 shall meet the following conditions:

1. Reading and writing, and has knowledge of mathematics and other technical and building matters.
2. Has knowledge of management and urban reform.
3. Is no less than thirty years old?
4. The holder of the acclaimed qualities and other conditions related to members¹.

Under the Municipal Law (9) of 1938, Article (6) states that the mayor is regarded a civil servant who has a salary, and is appointed and dismissed by the Prime Minister under the following conditions:

1. He should be a Jordanian whose place of habitual residence is within the province where the municipal area is located.
2. He is not less than 25 years of age.
3. He can read and write well.
4. He has knowledge of administrative and financial matters relating to municipal affairs.
5. He should not be deprived of his civil rights.
6. He should not be bankrupt without being rehabilitated.
7. He should not be interdicted².

The Municipal Law (17) of 1954 did not single out special conditions for the chairman as is the case with the previous ones, but under Article 47 it stipulates that members who won membership shall elect a mayor from among them, and the election shall be by an absolute majority³. This means that the conditions to be met by the mayor and members of one and that are what Municipal Law (29) of 1955 adopted. However, instead of being able to read and write well, it stipulates that he should not be illiterate⁴, and then the text retained the previous version, of being able to read and write well, under Article (6) of the amended Article (6) of the amended Municipal Law (22) of 1982⁵. However, under the amended Municipal Law (12) of 1994 in Article (9) which sets out the conditions for membership candidate and the chairmanship of the Council, item (3) came to require those who run for mayor to hold an eligible qualification of at least the first degree for the municipality of the province center and secondary school certificate or equivalent for the district municipality can read and write well for other municipalities in the Kingdom⁶. The text was amended to read under Article (6/2) of the amended Municipal Law (21) of 2003, "He must have an academic qualification of at least a university degree with respect to the municipalities of the first,

¹. Articles (8-9) Al-Sharq Al-Arabi, no.102, May 4, 1925, p.4.

². Official Gazette (Amman). no.586, February 1938, p.53.

³. Official Gazette (Amman). no.1183, June 16, 1954, p.445.

⁴. Official Gazette (Amman). no.1225, May 1, 1955, p.407.

⁵. Official Gazette (Amman). no.3061, April 1, 1982, p.486.

⁶. Official Gazette (Amman). no.3984, August 1, 1994, p.1664.

second and third category, and General Certificate of Secondary Education or its equivalent for municipalities of the fourth category¹.

This requirement reflects the level of scientific progress in the Jordanian society in terms of widespread education, for the legislation movement is developing steadily with a moving pace commensuration with the movement of the development of political, social and economic conditions. This is a sound approach, given the role played by the mayors in the development of plans and programs that will raise the economic, social, political and health level for areas of special competence of those located in the provinces and districts centers, but it is surprising that the legislator has returned from this approach², under Article (18) of the law (14) of 2007, and (13) of 2011 by altering the text to read "to read and write well"³. Perhaps the legislator's justification is to achieve a balance between political considerations which require equality of all citizens in the exercise of the right to run, and the administrative considerations as in the parliamentary elections. Nevertheless, the condition of municipalities is different in terms of the nature of the work of the mayors and their role in development.

We notice that since the issuance of the amended Municipal Law (12) of 1994 the terms of the candidate for the chairmanship of the Council or membership have been unified in one article, because the mayor has to be elected in a separate paper from that of the members of the municipal council with the exception of the Greater Amman Municipality⁴, but under the amended interim Municipal Law (21) of 2003 the mayor is to be appointed instead of being elected, and there became appointed members of the municipal council in addition to the elected members. The legislator altered appointment to election under the Municipal Law (14) of 2007 and (13) of 2011⁵.

5. Municipal Departments: The municipal departments, as they are shown in the account deposit table issued by financial management by the end of 1927, include the following municipalities: Aqaba, Ma'an, Amman, Karak, Ramtha, Ajloun, Tafila, Madaba, Salt, Hisn, Irbid, and Jerash⁶. In 1930 a new municipality was founded in Wadi Al-Sayr⁷. Moreover, in 1929 the Executive Board decided to stop the work of the towns of Ramtha and Hisn and not the conduct of elections in them⁸. Despite the objections of the British Commissioner to

¹. Official Gazette (Amman). no.4592, April 16, 2003, p.1668.

². Al-Kalayleh, Local Management. p.170.

³. Official Gazette (Amman). no.4820, April 8, 2007, pp.2188-89 and Official Gazette (Amman). no.5114, September 15, 2011, pp.2421-22.

⁴. Article (2) Official Gazette (Amman). no.3984, May 1, 1994, p.1661.

⁵. See Articles (3,6) Official Gazette (Amman). no.4592, April 16, 2003, p.1666, Article (18) Official Gazette (Amman). no.4820, April 8, 2007, p.2188-89, and Article (18) Official Gazette (Amman). no.5114, September 15, 2011, p.4221-22.

⁶. Al-Salah, Mohammad Ahmad (1986). Management in the Emirate of Transjordan 1921-1946, Irbid: Dar Al-Malahi, p.355.

⁷. Official Gazette (Amman). no.247, January 16, 1930, p.4.

⁸. Official Gazette (Amman). no.236, September 1929, p.4.

to this decision it had been carried out in 1930, in addition to another decision to cancel the Municipality of Wadi Al-Sayr¹. The reason for this was that people demanded the cancellation of these municipalities due to immaturity of the idea of municipalities for them, and which they considered a restriction to their freedom of action and a means of taking taxes and fees from them. In 1935 the people of Aqaba submitted a plea to cancel their municipality on grounds that it was small and poor. The government responded and canceled it as of April 1936². As a result, municipal areas were restricted under Article (4) of the Municipal Law (9) of 1938 to Amman, Irbid, Jerash, Ajloun, Salt , Madaba, Zarqa, Karak, Tafila and Ma'an³.

In 1940, there were attempts by the Prime Minister to establish a municipality in the village of Mafraq, but was foiled by the interception of people. There was another attempt in 1942 to re-establish a municipality in Hisn and Ramtha and did not succeed in Hisn, but succeeded in Ramtha, as a decision was issued by the cabinet and ratified by the Prince in September 13, 1942, stipulating the establishment of municipal districts in Ramtha. In 1944 it was decided to establish a municipality in the village of Mafraq, then in 1945 a municipality in the village of Kufranja at the request of the people of the village⁴. Under the Municipal Law (17) of 1954 and in line with the provisions of Constitution, and after the establishment of the unity of the two banks in 1950, and according to the first attachment the municipalities were (Jericho, Beera, Hisn, Hebron, Beit Jala, Beit Sahour, Bethlehem, Jerash, Jenin, Deir Dibwan, Ramallah, Salfit, Sweileh, Tubas, Tulkarem, Ajloun, Anabta, Amman, Qalqilya, Kufranja, Madaba, Maan, Nablus, and Wadi Al-Sayr)⁵.

Under Article 7 of the Municipal Law (29) of 1955 a declaration was issued by the Minister of Interior in which he identified the members of the municipal councils in the Kingdom as follows⁶:

Municipal councils	Number of members
Capital municipality	12 members
Jerusalem	11 members
Nablus, Hebron and Zarqa	10 members
Irbid, Tulkarem, Bethlehem, Ramallah and Salt	9 members
Jenin, Qalqilya, Beera, Ramtha , Beit Jala , Tafila, Madaba, Jericho , Tubas, Yabud, Mafraq, Karak, Hisn and Beit Sahour	8 members

1. Official Gazette (Amman). no.280,October 1930, p.591.

2. Al-Salah, Mohammad Ahmad Management in the Emirate of Transjordan. p.591

3. Official Gazette (Amman). no.586, February 1, 1938, p.54.

4. Al-Salah, Local Management.pp.358-59.

5. Official Gazette (Amman). no.1183,June 6, 1954, p.461.

6. Official Gazette (Amman). no.1231, June 16, 1955, p.603.

Ma'an, Ajloun, Ain Janna , Anabta, Kufranja , Salfit , Deir Debwan , Wadi Al-Sayr, Aqaba, Jerash , South Shona, Deir Abu Said and Anjara	7 members
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The number of municipal councils in 1990 was (217) councils¹, and in 1991 there was (637) municipality and village council in Jordan, which were unable to provide real services to the citizens. As a corollary, a national conference was held in 1992 and the issue was raised. It was agreed to amend the Municipality Code so that it would give the Council of Ministers the authority to integrate local councils together to find councils that are able to provide better services. The reasons for increasing the number of municipalities lie in the non-application of the legal text, which requires the creation of a municipal council for a number of population of no less than (2500) people, for there are many municipalities which originated illegally², as the number of people was fewer than this figure. The legislator has noticed this and thus put in the amended Municipal Law (22) of 1982 a text which regarded the newly established municipalities prior to the issuance of this act as fulfilling the requirements of the events, even the number (2500) which is not applicable in the majority States that have estimated the minimum origination of municipality (5000-10000) people, not to mention that such a departure from the application of the legal text may have harmful results such as damage to financial resources for other councils needed to set up investment projects and thus deficiencies in the performance of their mandated services and then set up lawsuits against the municipality and others³.

In 1994 and on the basis of Article (5) of the Municipal Law of 1955, which gave the right to the Council of Ministers to issue decisions upon the recommendation of the Minister of Municipal Affairs and the recommendation of the governor to widen, narrow down or modify the boundaries of any town or village council or combine any municipal or village councils or parts thereof adjacent to each other. A decision was issued which includes the upgrading of the following village councils to municipalities, namely: Almkefteh, Sowayma , villages of Bani Hashim, Northern Azraq⁴, and then the amended Law (12) of 1994 was passed, and the Council of Ministers exercised its powers in 1996 by the annexation of rural councils of municipalities as a first step in order to save costs, and given that the municipal councils will be assigned the duties of rural councils whose number is (328) municipality. In 2001 the municipalities were merged⁵ and the number was reduced to (99) Municipalities⁵.

¹. Ghazwi, Mohammad. Views on Local Management. pp.35-38.

². For checking, see the same reference, p. 50.

³. Same reference, pp.49-52, Article (2/C) Official Gazette (Amman). no.3061, April 1, 1982, p.485 and Al-Shaikhli, Abdulqadir, Local Administration Theory, p.68.

⁴. Official Gazette (Amman). no.4045, May 24, 1995, p.1352.

⁵. Al-Khalayleh, Local Management. pp.217-19.

Governorate	Municipality	Merged Municipalities
Balqa	Municipality No.1 Greater Salt	Salt, Yarqa, Ayra, Allan, Rmaymeen, Um Joza and Wadi Alhor
	Municipality No.2 Al-Aaridha	Sbaihi, Khalid Bin Al-Waleed, Bouwaydha, Somya
	Municipality No.3 New Ayn AlBasha	Ayn AlBasha, Safout, Abunsayr, Um Al-Dananeer
	Municipality No.4 New Dayr Alla	Dayr Alla, Khazma, Dhirar, Abu Ubayda, Al-Balawna, Northern Twal and Southern Twal
	Municipality No.5	M'adi, Al-Aaridha Triangle and Damya
	Municipality No.6 Middle Shona	Southern Shona, New Shona, Al-Karama, Al-Rama, Al-Jofa, Al-Rawdha, Al-Kufrayn
	Municipality No.7 which includes	Al-Swayma
	Municipality No.8 which includes	Al-Fhays
	Municipality No.9 which includes	Mahis ¹
Jerash	Municipality No.1 Salt	Jerash, Souf and Kufayr
	Municipality No.2 which includes	Rimon, Nahla, Kitta and Sakib
	Municipality No.3 which includes	Marsa', Mastaba and Jubba
	Municipality No.4 which includes	Qafqafa, Rabwa, Kufr Khal and Balila
	Municipality No.5 which includes	Burma ²
Ajloun	Municipality No.1 Greater Ajloun	Ajloun, Anjara, Ayn Janna, Rawabi and Safa
	Municipality No.2 New Kufranja	Kufranja and Rajib
	Municipality No.3 Naseem	Sakhra, Ibbeen and Ibleen
	Municipality No.4 Al-Shafa	Hashmiyya, Halawa and Wahadneh
	Municipality No.5 Al-	Ba'oun, Rasoon, Osara and Orjan ³

¹. Official Gazette (Amman). no.4501, May 16, 2001, p.3455.

². Official Gazette (Amman). no.4503, May 28, 2001, p.3737.

³. Same reference, p. 3737

	Oyoun	
Irbid	Municipality No.1 which includes	Irbid, fawara, Bayt Ras, Kafr Jayiz, Hakma, Maro, Al'aal, Al-Mukhyar, Sal, Bushrand Katsma, Hawara, Sareeh, Aydoon, Hisn, Nayma
	Municipality No.2 which includes	Kafr Youba, Bayt Yafa, Zahar, Soum, Jajeen and Douqara
	Municipality No.3 which includes	Ramtha and Bouaydha
	Municipality No.4 which includes	Turra, Shajara, Amrawa and Thnayba
	Municipality No.5 which includes	Malka, Mansours, Um Qays, Al-Himma Al-Urdiniyya and Mkhayba,
	Municipality No.6 which includes	Hrayma, Kharja and Yarmouk
	Municipality No.7 which includes	Hibras, Hartha, Yabla, Rafeed, Aqraba and Kufr Soum
	Municipality No.8 which includes	Samar and Sahn
	Municipality No.9 which includes	Sama Al-Rosan and Hatim
	Municipality No.10 which includes	Northen Shona, Adsiyya, Manshiyya and Waqqas
	Municipality No.11 which includes	Sheikh Hassan and Mshari'
	Municipality No.12 which includes	Krayma and Wadi Rayyan
	Municipality No.13 which includes	Northen Mazar, Aniba, Dayr Yousif, Jhayfa, Habka, Rhaba and Zobiya
	Municipality No.14 which includes	Tayba, DAYr Sa'na and Sama
	Municipality No.15 which includes	Kafr Asad, Qameem and Middle Hofa
	Municipality No.16 which includes	Dayr Abi Saeed, Kafr Maa', Ashrafiyya, Jfayn and Tibna
	Municipality No.17 which includes	Zmal, Smou' and Janeen Safa
	Municipality No.18 which includes	Bayn Aydis, , Kafr Rakib, Kafr Awan, Kafr Abeel and Jdayta ¹ .

¹. Same reference, p.3737.

Madaba	Municipality No.1 which includes	Madaba, Faysaliya, Jayat Al-Shawabka, Gharnata, Al-Areesh, Maeen, Mrayjmat and Houriyya
	Municipality No.2 which includes	Theeban, Aalya and Shaqiq
	Municipality No.3 which includes	Lib and Mlayh
	Municipality No.4 which includes	Municipality of Bani Hmayd Mountain ¹
Tafila	Municipality No. which includes	Tafila, Ayn Al-Baydha, Al-Ays, Al-Hussein(Arweem, Sanfaha, Arafa) and Ayma
	Municipality No. which includes	Bsayra and Gharandal
	Municipality No. which includes	Qadisiyya
	Municipality No. which includes	Al-Hasa and Jurf Al-Daraweesh ²
Karak	Municipality No.1 Greater Karak	Karak, Thaniyya, Manshiyyat Abu Hammour, Adnaniyya, Wadi Al-Karak, Bathan, Barda, Rakeen, Zayd Bin Haritha, Batyr, Shihabiyya, and Mraygha
	Municipality No.2 Hazman	Kathrba and Joza
	Municipality No.3 Shayhan	Al-Qasr Al-Yarout, Al-Ruba, Samakiya, and Rashayda
	Municipality No.4 Talaal Al-Jadeeda	Talal and Gad'a
	Municipality No.5 Majdoleen	Faqqou', Amra', Sarfa, and Al-zahra
	Municipality No.6 Mazar & Mu'ta	Southern Mazar, Mu'ta, Sol, Al-Iraq, Ja'far, Tayba, Umqa and Hashmya
	Municipality No.7 Mu'ab AlJadeeda	Mu'ab, Muhyi, That Ras, Shqayra and Al-Ayna
	Municipality No.8 Southern Aghwar	Ghour Al-Safi, Ma'moura, Ghwayba, Blayda, Ghour Mazra'a, Haditha, Ghour Al-Thraa', Hinnawi, Botas Housing and Qitrana

¹. Same reference, p.3739.

². Same reference, p.3740.

	Municipality No.9 Sad AlSultani	Sad Sultani and Wadi Al-Abyadh ¹
Zarqa	Municipality No.1	Zarqa
	Municipality No.2	Rsayfa
	Municipality No.3 which includes	Hashmiya, Um Saleeh, Ghrays, Sukhna and Bani Hashim Villages
	Municipality No.4	Dhaleel
	Municipality No.5	Hallabat
	Municipality No.6 which includes	Bireen, Um Rummana, Rajm Al-Shof, Alook, Masarrat, Kamsha, Srouit , Riyadh and Marhab
	Municipality No.7 which includes	Northern Azraq, Southern Azraq in Umari border area ²
Aqaba	Municipality No.1 which includes	Q wayra , Abbasiya Hamima, Rashdiya and Aseela
	Municipality No.2	Disi Basin Village
	Municipality No.3	Qrayqra and Finan
	Municipality No.4	Wadi Araba ³
Maan	Municipality No.1	Maam
	Municipality No.2	Huseiniya and Hashmiya
	Municipality No.3	Jaft
	Municipality No.4	Rawdat Amir Rashid, Basta, Ayl, Farthakh, Beer Al-Bital
	Municipality No.5	Mraygha and Southern Shraa
	Municipality No.6	Manshiya, Athrah, Al-Jarba
	Municipality No.7	Shobak, Hamza and Abdaliya
	Municipality No.8	Rajif ⁴
Mafraq	Municipality No.1 which includes	Mafraq, Eastern Um Al-N'am, Aydoun, Bani Hassan, Thaghrat Al-Jib, Western Um Al-N'am, Ghadeer, Abyadh and Mufradat
	Municipality No.2 which includes	Manshiyat Bani Hasan
	Municipality No.3 which includes	Rhab Bani Hasan, Dijayna, Hamamat Al-Ulaymat, Hamamat Umush, Hweishan,

¹. Official Gazette (Amman). no.4506, September 2001 , p.4477.

². Same reference, p.4078.

³. Same reference, p.4079.

⁴. Same reference, p.4080.

		Daqsma, Nadra, Mdawwar, Um Batma, Dahl, Khatla, Hmayd walkaram, ABu Al-Sus, Um Rummana, Um Kharruba and Al-Sihri,
	Municipality No.4 which includes	Bal'ama, Hayan Al-Rwaybidh, Znayya, Mazra'a and Al-Kirba Al-Samra
	Municipality No.5 which includes	Za'atry and Manshiyat Al-Sulta
	Municipality No.6 which includes	Hosh, Hamra and Mansoura
	Municipality No.7 which includes	Sama AlSarhan, Mugheer Al-Sarhan, Jabir Al-Sarhan and Rawabi Al-Sarhan
	Municipality No.8 which includes	Al-Khaldiya
	Municipality No.9 which includes	Um Al-sarb, Baa'ij, Nahda, Zbaydiya and Hwayja
	Municipality No.10 which includes	Um Al-Jmal, Kom Al-Ahmar, Rasm Al-Hisan, Rawdhat Amira Basma, Amra and Umayra
	Municipality No.11 which includes	Sabha, Sbayha, Dafyana, Kom Al-Raf
	Municipality No.12 which includes	Um Al-Qtayn and Mkaayfta
	Municipality No.13 which includes	Dayr Al-Kahf, Dayr AlQin and Qasim
	Municipality No.14 which includes	Bani Hashin, Salhiya and Nayfa
	Municipality No.15 which includes	Bani Hashim
	Municipality No.16 which includes	Al-Safawi
	Municipality No.17 which includes	Rwayshid, Manshiyat Al-Ghyyath, Rawdha, Western Risha, Al-Untha, Mashaqiq, Eastern Risha, Ruqban and Karama Border Center ¹

¹. Official Gazette (Amman). no.4508, September 2001, p.4353.
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In 2003 an announcement which identifies the members of municipal councils and the division of the municipal areas to constituencies¹ was issued, based on the provisions of Article (9) of the Municipal Law (29) of 1955 which considered the municipality as one constituency, but it is permissible to the Minister of "municipalities" in decision published in the official Gazette to divide it into constituencies and determine the number of members who are entitled to vote in each constituency all of them circle² as follows:

Municipality	Constituencies	No. of Council Members	No. of Elected Seats
Greater Irbid	Barha, Hashmiya, Rawdha, Manara, Nuzha, Rabiya, Nasr, Fo'ara, Su'ra, Hor, Taqbal, Um Al-Jidayel, Baytras, Kafr Jayiz, Hakma, El'aal, Mur, Nugheer, Bushra, Sal, Hawara, Sareeh, Aydoun, Hisn, Katm and N'ayma	30	21
West Irbid	Kafr youba, Natfa, Kafr Jayiz, Bayt fa, Kaft rhata, Som, JiJeen and Doqara	12	8
New Ramtha	Ramtha and Bowaydha	12	6
Sahl Horan	Turra, Shajara, Amrawa and Thnayba	10	6
Kalid Bin AlWaleedh	Malka, Mansoura, Um Qays, Jordanian Himma, Mkhayba	8	4
New Yarmouk	Hrayma, Abu Loqas, Kharja, Zawiya, Yarmouk (Khrayba, Sayla and QAsfa)	9	6
Kfarat	Hibras, Hartha, Yabla, Rafeed, Aqraba and Kafr Soum	12	6
Sho'la	Samar and Saham	10	5
Siru	Sama Al-Rosan, Hatim and Abdar	10	5
Mu'ath Bin Jabal	Northern Shona, Adsiya, Manshiya and Waqas	12	6
Tabaqat Fahl	Sheikh Hussein and Mshari'	10	5
Sharhabeel Bin Hasna	Krayma and Wadi AlRayyan	10	5
New Mazar	Northern Mazar, Samad, Houf AlMazar, Aniba, Dayr Yousif, Jhayfa, Habka, Rhaba and Zobia	12	8
New Tayba	Dayr Sa'na, Tayba and Sama	10	5
Wastiya	Kafr Asad, Qmaym, Middle Hofa and Kafr 'Aan	9	6
New Dayr Abi Sa'eed	Dayr Abi Sa'eed, Kafr AlMaa', Ashrafiya, Jfayn and Tibna	12	8

¹. Official Gazette (Amman). no.4592, April 16, 2003, p.1.

². Official Gazette (Amman). no.1225, May 1955, p.403.

Rabiyat AlKora	Zmal, Samou' and Jnayna AlSaf	8	4
Barqash	Bayt Eydas, Kafr Rakib, Kafr Awan, Kafr Abeel and Jdayta	12	6
Greater Jerash	Jerash, Souf and Kfayr	12	7
Mi'radh	Raymoun, Nahla, Kitta, Sakib and Hadada	10	5
Bab Amman	Marsa', Mastaba and Jibba	9	6
Bab Naseem	Qafqafa, Rabwa, Kafr Khal and Balila	8	4
Burma	Burma, Jazaza, Himta, 'Alaymoun, Mansoura and Majdal	9	6
Greater Ajloun	Ajloun, Anjara, Ayn Janna, Rawabi ans Safa	12	8
New Kufranja	Kufranja, Rajib, Safina and Balas	10	5
Kufranjat Jneid	Sakhra, Ebbin and Ebleen	8	4
Shafa	Hashmiya, Halawa and Wahadna	9	6
Oyoun	Ba'oun, Rasoun, Osara and Orjan	8	4
Greater Mafraq	Mafraq, Eastern Um ALN'aam, Aydoun Bani Hassan and Thaghrat alJib	12	7
Manshiyat Bani Hasan	Manshiyat Bani Hassan	8	4
New Rhab	Rhab Bani hassan and Dijayna	9	6
New Bal'ama	Bal'ama, Rwaybis, Zinya, Mazra'a Dhahiyat Amir Mohammad	9	6
Za'atri and Manshiya	Za'atri and Manshiyat AlSalt	10	5
New Hosh	Hosh, Hamra and Mansoura	8	4
Basliya	Harsh and Faa'	8	4
Sarhan	Sama AlSarhan, Mugheer AlSarhan, Jabir AlSarhan and Rawabi AlSarhan	8	4
Khaldiya	Khaldiya	8	4
Prince Hussein Bin Abdullah	UmAlSirb, Ba'ij, Nahdha and Zbaydiya and Hqayja	8	4
New um AlJmal	Um A-IJmal, Kom AlAhmar, Rasm Al-Hisan, Rawdhat Amira Basma, Amra and Umayra	8	4
Sabha & Dafyana	Sabha , Sbayha, Dafyana, Kom AlRaf	8	4
Um Al-Qtayn & Mkaytfa	Um Al-Qtayn and Mkaytfa	8	4
New Dayr Al-	Dayr Al-Kahf Dayr Al-Qin and Qasim	8	4

Kahf			
Salhiya & Nayfa	Salhiya and Nayfa	8	4
Bani Hashim	Bani Hashim (Hamra ALShaym) Bishriya, Rawdha Ameer Hassan, RawdhatAmeer Hamza bin Hussein, Eastern Hashmiya, Aliya and Shwayer	8	4
Safawi	Safawi	8	4
New Rwayshid	Rwayshid Manshiyat Ghayath	8	4
Zarqa	1-5 constituencies	20	10
Rsayfa	Hitten, Amriya, Yarmouk, Qadisiyya and Rasheed	10	5
New Bereen	Bereen, Um Rummana, Rajma A-ISHouf, Al-Alouq, Al-Masarrat, Al-Kamsha, and Srout	10	5
New Hashmiya	Hashmiya, Hashmiya Housing, Dhab'an, Um Al-Slayh, Ghraysa, Bani Hashim Village, and Al-Sukhna	12	7
Dhaleel	Dhaleel	8	4
Halabat	Halabat	8	4
New Azraq	Northern Azraq and Southern Azraq	10	5
Greater Salt	Salt, Yarqa, Era, Zay, Allan, Rmaymeen, Um Joza, Wadi Al-Hour, and Yazidiya	20	12
Middle Shona	Southern Shona, New Shona, AlKarama, Al-Rama, Jofa, Kifrayn, and Rawdha	12	7
New Ayn Al-Basha	Ayn Al-Basha, Safout, Abu Nsayr, Um Al-Dananeer, Housing Compounds, Mobas, Slayhi, Salhoub, Um Injasa, and Al-Rumman.	12	6
New A'rdha	Sbayhi, Khalid Bin Al-Waleed, Bwaidha, and Housing Compounds	10	5
New DayrAlla	DayrAlla, Dhirar, Khizma, Abu Ubayda, Balawna, Northen Al-Tola and Southern Al-Tola	12	6
Swayma	Swayma	8	4
Fhays	Fhays	8	4
Mahis	Mahis	8	4
Um Basateen	Um Basateen	8	4
New Hosban	Hosban, Al'Aa, and Al-Mshaqar	9	6
Marj A-IHamam	Marj Al-Hamam, Al-Wadi A-lAkhddhar, and Al-Hamdiya	10	5,
Sahab	Sahab	8	4

Moqar	Moqar, Hatamiya, Manshiyat Al-Qudha, Maghayir Al-Mhanna, Faysaliya, Nuqayra, Mabtama, Zahabiyat Al-Sharqiya, Rajm AlShami Al-Gharbi, Rajm A-lShami Al-Sharqi, Zahabiya A-lGharbiya, Hashmiya, Katifa, and Al-Laseen	12	6
New Jiza	Jiza, Qastal, Mashta, Jafar Al-Tayar, Al-Laban, Al-Taneeb, Um Al'Amad, Al-Khadhra, Al-Ghibya, Manja, Zaytouna, Um Rummana, Hawara, Manara, Jalloul, Tal AlZa'faran, Um Al-Waleed, Um Qaysar, Sofa, Hrayj, Areenba, and 'Amiriya	12	6
New Um Al-Rasas	Um Al-Rasas, Tor Al-Hashash, Al-Rmayl wa 'Alyyan, Al-Rama, Al-Mshayrfa, 'Alayyan, Faysaliya, Damkhi, Jamyil, and Thuraya	10	5
Greater Ma'daba	Ma'daba, Faysaliya, Jraynat Al-Shawabkeh, Gharnata, 'Areesh, Ma'een, Mrayjmat and Hwaya	12	8
New Thubyan	Thubyan, Al'Aliya, and Al-Shaqiq	10	5
Albo Mlayh	Mlayh and Lib	10	5
Jabal Bani Hamida	Jabal Bani Hamida	8	4
Greater Karak	Karak, Thnaya, Manshiyat Abu Hamour, 'Adnaniya, Wadi Al-Karak, Barada, Adr, Raken, Zayd Bin Haritha, Btayr, Shihabiya, Zhoum, and Ghwayr	20	16
Hizman	'Iy, Kathraba, and Joza	8	4
Shayhan	Al-Qasr, Al-Yarout, Al-Ruba, and Samakiya	8	4
New Talal	Al-Jad'a and Talal	8	5
Abdullah Bin Rawaha	Faqqou', Amra', Sarfaousing compound (AlZahra')	8	4
Mu'ta & Mazar	Southern Mazar, Mu'ta, Soul, Al'Iraq, Ja'far and Al-Tayba	12	9
New Mu'ab	Mu'ab, Muhyi, That Ras, Shqayr, and Al-'Ina	10	6
Southern Aghwar	Al-Safi Ghour, Housing compound (Ma'moura, Ghwayba, Al-Mazra'a Ghour, Al-Hadetha, and Al-Tira'	10	5
Qitrana	Qitrana	8	4
Sultani	Sultani Housing compound, Wadi Al-Abyadh compound	8	4
Greater tafila	Tafila, Ayn Al-Baydha', Al-'Ays, Al-Hussein, and 'Ayma	14	7
Harith Bin	Bsayra, and Gharandal	8	4

Omayr			
Qadisiya	Qadisiya	8	4
Hasa	Hasa, and Juf Al-Daraweesh	8	4
Maan	Only Maan	12	6
New Husayniya	Husayniya and Hashimiya	8	4
Jafr	Jafr	8	4
New Ela	Rawdhat Al-Amir Rashid, Bi'r Bitar, Basta, Ayl, and Bi'r Abu Dana	8	4
Shrah	Al-Mraygha, Qrayn, Tasan and Swaymra, Abu Allasan, Ras Al-Naqab, Faysaliya, and Al-Thaghra	9	6
Ash'ari	Manshiya, Athrah, and Al-Jarba'	9	6
New Shobak	Shobak, Hamza, and 'Abdaliya	10	5
New Qwayra	Qwayra, Rashdiya, Hamima, 'Asayla, Dubat hanout, Shakiriya, and Salhiya	9	6
Disa Basin	Disa, Twaysa, Taweel, Mnaysheer, and Al-Ghal	9	6
Qrayqra & Finan	Qrayqra & Finan	8	4
Wadi Araba	Al-Risha and Bi'r Mazkour	8	4

The number of members of the Board of the Greater Amman Municipality and its electoral constituencies for the year 2011, issued under paragraph (b) of Article (3) of the Municipal Law (13) and amendments of 2011 was: ¹

No.	Name of constituency	Number of seats
1	1st Constituency (Marka, Al-Nasr)	3
2	2nd Constituency (Ra's Al'Ayn)	3
3	3rd Constituency (Al-'Andali, Zahran, Al-Madina)	3
4	4th Constituency (Quaysmah, Khraybat Al-Souq, Miqableen)	3
5	5th Constituency (Swelih, Tla' Al-Ali)	3
6	6th Constituency (Jbeha, Abu Nsayr, Shafa Badran)	3
7	7th Constituency (Marj ALHamam, Wadi Al-Sayr, Badr Al-Jadi)	3
8	8th Constituency (Tariq, Basman)	3
9	Women quota from elected members	6
10	Total elected members	24
11	Total	30

¹. Official Gazette (Amman). no.5118, September 2011 , p.4587.
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6. Electoral Processes: It means the preliminary procedures for the election process to be taken before the day fixed for the election, such as determining the election, formation of a committee of voters, preparation of the lists of voters, objecting to them and signing them, and the nomination process and ensuring the availability of the conditions for membership, then the electoral propaganda, voting and counting, as well as judicial control over the election process.

6.1 Preliminary procedures for the election process: Municipal Act of 1925 entrusted voter registration to the election committee which consists of the governor as chairman, the mayor and a member of the Governing Council and another from each district elected Senate body who is entitled to vote. The committee shall appoint election time, divide the election on neighborhoods, organize, with the help of neighborhood chiefs and the Senate, three copies of two lists of each neighborhood, the first includes the names of those who are entitled to participate in the elections among residents of the neighborhood, and the second includes names of those entitled to be members¹. After confirmation by the Commission of the lists authenticity, a copy will be put at the gates of temples and municipality departments for (15) days; a second copy is kept in the Municipality and the third with the neighborhood chief. Each individual entitled to be a voter or a candidate and whose name is not listed in the lists, has the right to submit a complaint (no stamps needed) to the Committee within five days from the date of circulating the lists, and the Commission has to check and give the decision to accept or refuse within three days from the date of submitting the complaint. If the complaint is accepted, the lists will be corrected in the three copies, but if refused, the committee shall state the reasons of refusal and the one who complained shall be informed on the fourth day, and he has the right to appeal within three days to the justice of the peace, whose decision shall be final².

Under the Municipal Law (9) of 1938, the powers have been given to the neighborhood administrative officer to instruct to organize a table that includes the names of qualified people to vote in municipal elections (40) days before the election. Copies of the table are put in distinct places in town³. The Election Law (1) of 1938 issued under Article (20) of the Municipal Law of 1938 entitled each person qualified to vote and whose name is not listed in the table to submit a complaint to the administrator (with a legal stamp) within (15) days from the second day of the declaration of tables. The system has also given any person the right to submit a complaint for others whose names are dropped from the table. The administrator has to decide on the summons within (7) days from the date of receipt. If he accepts to include the name, he instructs to enlist the person's name and if he is not satisfied, the person may object within (3) days to the justice of the peace within municipal area, either for himself or on behalf of the people who claim that their names have been

¹. Official Gazette (Amman). no.5118, September 2, 2011, p.4587, and Al-Khalayleh, Local Management, p.163.

². Articles (27-29) Al-Sharq Al-'Arab., no.11, May 1925, p.3.

³. Article (12) Official Gazette (Amman). no.586, February 1938, p.56.

introduced in the table or omitted by mistake. The justice of peace has to decide and inform the administrator of his decision¹.

A person is not considered a candidate for election unless nominated by (5) people eligible to vote in the municipal area, and that person has to fill in the nomination form signed by him and by the five people who nominated him. He submits it to the administrator at least (7) days before the election so as to be kept in the Office of the Municipal Council. The Administrator shall appoint the elections place and the duration of the polling day, date and time. He shall also stick this data in the government department; send copies to all chiefs of villages and areas within the municipal area. In the morning of the election if it turns out that the number of people nominated for the municipal council does not exceed the required number, the chairman declares the polling place designated by the administrator shall declare the members of the council elected by acclamation².

Under Municipal Law (17) of 1954 the electoral processes came in its fifth appendix, which necessitated the candidate should deliver the nomination paper documented by him and at least (6) people among the voters listed in the register of voters to the election official. He should pay (10) dinars as insurance amount. The election official shall return this amount if the candidate is elected member or got more than (15%) of the total votes, or withdrew before the specified day of the ballot, otherwise forfeited and paid to the Fund for the municipality. But if the candidate died before election the insurance shall be returned to his heirs³. The candidate may withdraw at any time before the appointed date for polling by a written notification to the district administrator, and if it turns out that the number of candidates exceeds the number of members before the expiration of the time to nominate, the election official declares their victory by acclamation, and sends a report thereof to the administrator to be published in the Gazette Official.

Specifying the designated day of voting, the names of candidates, election centers, and times to open shall be announced by the Election Commission at least (7) days before the appointed date; to manage the election, there exists in the polling station the election official and the head of each polling center with assistants and a number of policemen to maintain order. Only voters, the candidate himself, his representative, members of the election committee, and the, and administrator have access to the polling center. The election official shall receive the ballot boxes and two copies of the register of voters and election papers⁴.

The Municipal Law (29) of 1925 in articles (10-21) has no amendments regarding the lists of voters, objections to them, and the final tables with the exception of:

¹. Articles (2-4) Official Gazette (Amman). no.588, February 16, 1938 , p.116.

². Articles (6-10) same reference, pp.116-17.

³. Articles (2-4) Official Gazette (Amman). no.1183, June 1954, p.464.

⁴. Articles (5-13) Official same reference, pp.464-65.

1. Start of preparation by taking the necessary measures to elect municipal council action (3) months before the end of the session of the Council by the interior minister, who appoints the election official for each municipality area¹.
2. Commission of registration of voters is made up of members of not less than three people, one of its members is appointed by the elections official , a government employee as its chairman, and one municipal staff as clerk. It is entrusted to prepare lists of voters by letters of the alphabet with the full name age and place of residence of each voter. Under Article (6) of the amended Municipal Law (12) of 1994, the Commission adopted the family book issued by the Department of Civil Status in the registration of voters, and installing a mark referring to the voter's registration².
3. Adjustments were made on the periods by allowing objections to the tables within (7) days from the date of publication of the voters list to the chairman of the election commission, which issues its decision within a week after the end of the objection by a majority vote, and at equal votes the side with the chairman will overweigh. The one who is objected to may appeal to the commission's decision to the Head of the Primary Court that falls within the jurisdiction of municipal area within a week from the date of issue, and a copy of the appeal within three days from the date of submission of the appeal.
4. The table becomes final after signature by the Chairman of the Committee or the election official, and the Minister will be notified in order to set the duration of candidacy and polling place. The administrator publishes it (5) days before the start of the nomination period³.
5. Nomination for the chairmanship and membership of the Council is made by delivering the nomination form duly signed, and attached to a receipt to prove that the candidate had paid to the municipality accountant an insurance of JD (10)⁴. Under the amended Municipal Law (12) of 1994 the insurance has become JD (50)⁵, recovered by the candidate, if elected to the municipal council, or if he dies it will be returned to the heirs⁶.
6. If it turns out after the expiry of the nomination period, that the number of candidates for the post of the chairman or membership was more than the required number, the election official will appoint the polling stations and the time to start and shut down the polls which should not be less than four hours⁷, and under the amended Municipal Law of 1994 the polling duration is not less than 10 hours⁸.

¹. Article (10) Official Gazette (Amman). no.1225, May 1955 , p.405.

². Article (11) same reference, p.405, and no. 3984, August 1991, p.1663.

³. Articles (13-16) Official Gazette (Amman). no.1225, May 1, 1955 , p.406.

⁴. Article(179) same reference, p.407.

⁵. Article (8) Official Gazette (Amman). no.3984, August 1994, p.1663.

⁶. Article (19) Official Gazette (Amman). no.1225, May 1955 , p.407.

⁷. Article (21) same reference, p.408.

⁸. Article (11) Official Gazette (Amman). no.3984, August 1994 , p.1664.

7. If the required number is not achieved in any constituency, the Council of Ministers is entitled upon the recommendation of the Minister of Municipalities to appoint the required number of registered members in the election tables for that constituency¹.

Under the Municipal Law (14) of 2007, the preliminary procedures of the electoral process are mentioned in articles (11-20) which did not differ from the previous one with the exception of:

1. The Committee on the voter registration prepares voters tables ranking into male and female, and including the names of voters who meet the qualifications, with the full name, age and place of residence of each voter, based on the ID card with the national number, issued by the Civil Status and Public Passports Department².
2. The insurance paid by the candidate for the municipal accountant has become JD (100), for the first and second categories and JD (50) for the third and fourth categories. The amount is considered unrecoverable to the municipality fund³.
3. The introduction of a new text which gives the elections official the authority to extend the election ballot not more than 4 hours if a considerable number of voters could not vote, or if the electoral process is stopped for any reason⁴.

The Municipal Law (13) of 2011 kept the provisions mentioned in the previous act, but there are new provisions contained in the amended Law No. (7) for the year 2012, which entrusted the voter registration task in the municipal elections to the Department of Civil Status and Passports instead of the voter registration committee in the previous acts, so the Civil Status Department undertakes to prepare residents names tables, male and female, in each constituency, as well as those obtaining the ID card using the computer, and on the basis of the national number for each of them, so that a voter may not be registered in more than one table for the first time. Also, the act makes it compulsory for law courts competent to provide the Civil Status and Passports Department all peremptory verdicts relating to bankruptcy, limitation of legal competence and rehabilitation, including convicts names and national numbers so as to verify that a person is not deprived of the election process. The act enjoined on Civil Status Department to take the necessary measures to ensure that the deaths had been recorded by the removal of deceased voters from the table. The constituency has to provide the Minister of Municipalities, the election official in each municipality and the authority supervising the election three copies of this table within (7) days from the date of providing the municipalities and constituencies with the names of the

¹. See Article (7) of the amended provisional municipality Law (21) of 2003. Official Gazette (Amman). no.4592, April 16 2003, p.1668.

². Article (11) Official Gazette (Amman). no.4820, April 8, 2007, p.2186.

³. Article (17) same reference, p. 2188.

⁴. Article (20) same reference, p. 2189.

neighborhoods of each of them¹. The Ministry of Municipalities publishes the tables on its website, and the elections official in each municipality to publish the table in every place possible for the citizens view for (7) days from the date of receipt, and announces that in at least in one local newspaper. Each person whose name is not listed in the voters table or there has been an error in his personal data in the table, has the right to submit a request to the constituency for the inclusion of his name in the table or the correction of data error. With respect to objection to the table, the law gave each registered voter the right to object to the Civil Status and Passports Department on the registration of a person in that table, or no registration of any person, with the supporting documents within (10) days from the circulation of voters list. Each voter who changed his place of residence from one constituency to another has the right to submit a written request supported by documents to the Department of Civil Status asking the removal of his name from the voters list in the constituency which he moved from, and register in the constituency which he moved to².

The constituency is obliged within (14) days from the date of objection or request to decide and provide the Minister, the election officials and the supervisory body within (3) days of the expiration of the period specified for release. The results of decisions, whether rejection or acceptance, are displayed for a period of (3) days from the date of receipt in the same way the voters tables were displayed. The decisions are not definitive, and can be challenged at the Primary Court in the municipal area within a period not more than (3) days from the expiration date of display in the places specified for that. The court may rule on the appeal within (7) days from the date of submission, and is considered final. It sends within (3) days from the date of issuance to Civil Status Department to modify the tables within (3) days from the date of receipt. These tables are final and are handed to the elections officials and the supervisory body to be published on the ministry's website, and displayed in the same previous places³.

6.2 The Publicity Campaign: The election laws of 1925, 1938, 1954, 1955, 2007 and 2011 did not include any text relating to electoral publicity. The first time it was mentioned was within the amended Municipal Law (7) of 2012, which put the legislative framework for the process of publicity so as to ensure the candidate's exercise of the right to electoral publicity. It has given this right under Article (4) from the date of acceptance of nomination until the end of the day before polling day, and it is obligatory upon compliance with the provisions of the constitution, respect for the rule of law, home security and stability, not to

¹. Articles (10-11) Official Gazette (Amman). no.5114, September 12, 2011 , pp.4216-17 and Article (4) which is equal to Article (11) of the original law. Official Gazette (Amman). no.5145, March 2012, pp.928-29.

². Article (14) Official Gazette (Amman). no.5145 and no.5114 , September 2011 , p.4219 and no.5145, March 2012, pp.929-930.

³. Articles (12-13) Official Gazette (Amman). no.5114, September 2011, p.4218, and Article(4) no.5145, March 2012, pp.930-31.

conduct election publicity in ministries, government departments, official and public institutions, municipalities and not to obstruct any of the candidates' campaigns¹.

The legislator also prevented election meetings in houses of worship, universities and scientific institutes, government and private schools, public streets and buildings occupied by government ministries, official public institutions, and municipalities. It also prohibited the use of the state emblem in election meetings, declarations and statements, or attaching any publication or electoral statement on the walls, telephone and electricity poles, traffic signals or public property. Speeches, statements and publicity or any means of election campaigning should not include prejudice to any other candidate, directly or indirectly, or stirring up sectarian, tribal or regional or racial strife among citizens².

The candidate is prohibited from making festivals or gatherings near the polling and counting centers. He is also prohibited from giving gifts, donations, cash or in-kind assistance, directly or through others, including vote-buying. Moreover, any person is prohibited from requesting gifts or assistance. The government and official institutions employees, members of the municipal council and municipal employees are prohibited from making electoral campaigns in favor of any of the candidates³.

6.3 Polling and Counting: Election is held under the Municipal Law of 1925 by invisible opinion. The town is considered one constituency, and in the day fixed for the ballot the election committee meets to vote in the municipal arena in the presence of interested members of the Board of Directors, municipal and neighborhood councils. The committee elects two trustworthy people, and makes them swear the right of honesty for writing the names of those who illiterate voters want to be elected. The Chairman of the Committee or his designee opens the perforated ballot box specially to insert a paper from the opening before the present people, and then it is closed and locked. The key is given to the oldest neighborhoods chief, and then the voters enter individually. A clerk registers in an ad hoc record and gives the voter a stamped paper that contains the names of the seven candidates in the capital, and (5-7) elsewhere, and he puts it in the box. At the end of the period specified for the ballot the chairman, a member of the committee and the neighborhood chief seal the box and save in the municipal department. Then the seals are broken in the next day before the committee, and so on every day until the end of the election. Finally, the box is opened in the presence of a majority of the members of the committee, and the papers are read and classified in one day even if they had to stay at night⁴.

During counting the following must be taken into account:

1. A vote on an unsealed paper or unsigned by the voter is invalid.

¹. Articles (15/D, F) under amended Article (4), Official Gazette (Amman). no.5145, March 2012, p.932.

². Article (15/ E,F,G,H,I) under amended Article (14) , same reference ,p.932-33.

³. Articles (15/ J,K,L, and 2) , same reference, p.933.

⁴. Articles (30-32) Al-Sharq Al-'Arabi, no.103, May 11, 1925, p.2.

2. If more than the number required by law of the names of nominees, who are listed in the register of voters, the required will be taken in order from the first name, and if a name other than the persons listed in the table of voters is written in the paper, it will not be counted, and if the name of a person is mentioned more than once in the list only one vote will be counted.

Regarding the counting method, the Chairman of the Committee will read each sheet individually and publicly and then tears its tip and passes it to one of the members to be placed in another box. Two clerks record therein, and when it is over the opinions in the two tables for each voter will be gathered separately, and then the views of the voters in the edited table are gathered by names, if they do not match, there will be a re-counting of the box again, and the two tables are corrected accordingly by means of a report by the Committee in (3) copies of the names of those who have obtained the majority to be members of the municipal council. A copy will be saved in the administrative governor's office, the second in the municipality, and the third at oldest neighborhood chief. Then the administrative governor is informed, who, in turn, informs the supervising principals of the result the next day, and after the members elect a chairman from among them¹.

Under the system of electing members of the municipal council of 1938, issued under Article 20 of the Municipal Law (9) of 1938, it has been postulated in articles (10-27) some provisions on the ballot and counting. On the polling day, at the designated a time and place, head of the polling center, one or more administrative clerks who are appointed by the district administrator, will attend. They swear in before him directly prior to work on the concealment of the ballot. The district administrator appoints a committee t of (3-7) people to help during the election. No one other than them, with the exception of the candidates, will have access to the polling place. The region commander or his deputy undertakes keeping order during the elections. The ballot shall be permitted during daylight hours for a period of not less than 4 hours. The head of the polling place displays manifestly a table of the candidates' names in the place where the voting takes place. It is worth mentioning that it is not permissible to give a vote to people whose names are not listed in the table. The head and members of the committee will attend, along with the ballot box, which should be supplied with a lock and key, a copy of the voters register for the election area, and the book of ballot papers written on each of its sheets the ballot instructions. Then the head of the polling place displays the ballot box open and empty to members of the Election Commission and other attendees, and then he locks and seals it in their presence, then he shows how to vote, the number of people that may be elected, and then announces the initiation of ballot, and grants of the head of the polling place or any person to take his place the right to ask for the candidate name, and should be answered, and finally checks the name in the voters list, and if the person refuses to answer , the head of the polling place may refuse to accept his vote. Article (13) stipulates that each person attending the ballot must provide his name and address so that the head of the polling place will put his

¹. Articles (33-34) same reference, p.2 and Official Gazette (Amman). no.104, May 18, 1925 , p.4.
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signature on the back of the ballot sheet and pass it to the voter who withdraws to a secluded table to vote in secret on the ballot sheet, folds and puts it in the ballot box. Meanwhile, the head of the polling place puts a sign his name in the record he has to indicate that the person cast his vote. If the voter is unable to write due to blindness, illiteracy, or any other cause, two members of the committee will write the names of the candidates he wishes to vote for, then they write down a signed statement that includes they filled in a ballot sheet at the request of the voter. The system allows no more than three voters to enter at once¹.

Once the last hour of the election approaches, the chairman of the polling place locks the door, seals the ballot box in a manner to prevent the insertion of any paper in it, carries and delivers it to the district administrator with the sealed package, a copy marked record, unused ballot sheets, and names table of people who were allowed to vote. Then, the district administrator orders the head of the polling place to count the votes. The clerks count the votes in the presence of the head in one session. No one else may attend the meeting unless allowed by the head of the polling place to any candidate to attend. All unsigned sheets on the back by the head of the polling place are canceled. The head should write the word rejected, and his decision is final. He shall report the number of these sheets, and after counting the sheets and collection of votes scored by each candidate, and when two or more had equal number of votes the district administrator decides the election by drawing lots, then the head of a polling place announces the result, and combines all Securities that have been used in place of the election in one bundle and seals it in a way that cannot be opened without breaking the seal, and sends it to the district administrator has to save it in a safe place for a period of at least 6 months or for a longer time as it deems appropriate².

The Municipal Law (17) of 1954 does not come with any new provisions, except that:

1. It replaces the term 'the head of a polling place' with 'chairing commissioner' appointed by the election commissioner with two assistants to supervise the ballot.
2. The chairing commissioner, after the approval of the election commissioner, may extend the polling period no more than (4) hours on the same day, if he sees that the voters were not able to give their votes due to compelling circumstances.
3. The act does not permit more than (4) voters at one time in the polling station unless permitted by the chairing commissioner to increase or decrease attendance.
4. The voter votes by ticking toward the name of the candidate or candidates he wants to elect, and he may not tick more than the required number to be elected, and may not tick more once on the name of any candidate.
5. The chairing commissioner asks the following two questions to any voter when he votes:
 - a. Are you the person whose name is listed in the register of voters?

¹. Articles (10-16) Official Gazette (Amman). no.588, March 16, 1938, pp.116,118.

². Articles (17-27) same reference , pp.118-120.

- b. Have you given your vote in this election once before, here or somewhere else?
6. If anyone posing as another voter and requests an election paper and cast his vote, the chairing commissioner should refuse to allow him.
7. After the counting of votes, the election commissioner announces the names of the winners and their names are reported to the district administrator to be adopted and published in the Official Gazette. The election commissioner also sends all papers relating to polling to the district administrator who deals with them according to notes by the Minister of Interior.
8. Each candidate within (7) days has to send all expenses incurred as a result of the election to the district administrator, supported by lists of accounts showing the details and receipts with a statement signed by him in front of a notary public as in the prescribed form. If the candidate fails to do so without reason he will be regarded as the perpetrator of the wrongful and, if the candidate listed false information he is the perpetrator of a crime punishable after being convicted of the offense of forgery¹.

But under the Municipal Law (29) of 1955 the time for the ballot has become more than (10) hours, and the election head, in exceptional cases, may extend the time for no more than (4) hours. The supervising committee of the ballot is appointed by the head of the election for each polling station, which includes as its members one government employee and at least (3) of the electors. One of its members is appointed as its chairman and another as clerk. It is entrusted with overseeing the ballot. Any candidate may object to the appointment of the chairman of the ballot committee and ask to change him before he was sworn in if there is a dispute between the candidate and him, or there is a kinship relation or partisan relation, or was among those who previously were convicted of the crime of forgery by any court. The decision of the head of the election by accepting or refusing is final. The Chairman of the election committee is provided with one or more boxes decided by the Minister of Interior, two copies of the voters register, and a sufficient number of ballot papers whose shape is decided by the Minister of the Interior².

The ballot commences by entering the voter to the polling station, and after the head of the election verifies his identity and marks on his name in the voters list, he delivers a paper signed by the chairman of the ballot committee, and the voter writes the names of the candidates to be members of the council, folds it by hiding what he wrote, and the signatures appear on her back, puts it in the ballot box. If the voter is illiterate or incapable of writing for any other reason, he may choose one of the members of the ballot committee to write the names dictated by him in full view of the chairman, or one of the committee members as stated in the previous act. In that there is a violation of the secrecy of the vote manipulation with the will of the voters by the trading of political money and open the door to claim illiteracy. This can be tackled by using pre-prepared ballots that contain photos of candidates and the voter can point to their photos. When the ballot is over, the boxes are

¹. Articles (13-22) Official Gazette (Amman). no.1183, June 6, 1954 , p.465-67.

². Articles (21-22) Official Gazette (Amman). no.1225, May 1, 1955 , p.408.

delivered after being closed and sealed to the head of the election with a report organized with the members showing the number of registered voters in the table, the number of people who voted, and the violations occurred during the voting. Then the head of the elections appoints a committee or more of no fewer than three members, one as chairman, who swear in publicly for honesty in work. The votes are counted the same way as in the previous act; the head of the elections declares the winners of membership of the Council. The Minister of Interior is informed, and the used papers in the ballot are saved in the office of the district administrator until the ad hoc appeals duration and transmit the command of appeals expires, then disposed of¹.

For the validity of the results of the election, more than half of the voters should take part; otherwise the boxes are locked and remain under guard until next day. Balloting will continue for (10) additional hours, and the results of the ballot are final, regardless of the number of voters, and the Interior Minister may appoint two additional members for each municipal council with the same rights of elected members².

Under the amended Municipal Law of 1994 all municipal councils are elected in one day, and the chairman and members of the council are elected at the same time, and in two separate cards³. Names of the winners in the elections are published in the Official Gazette and the minister gives them certificates of election⁴. The Municipal Law (14) of 2007 did not include new provisions except article (24) which states that after the end of the vote count the head of elections announces the name of the winning candidate for mayor, and the names of the members, and the names of the winners for quota women membership⁵. This is also true of the Municipal Law (14) of 2011, except that after the announcement of results and the collection of used ballot sheets, committee reports, voters marked tables in a package, all, according to this act, will be saved in the Town Court until the appeals time is over, and they are decided permanently and the papers are despised of. Finally, the lists of voters and a copy of the report of head of the election are sent to be kept in the Town Hall⁶.

With the issuance of the amended Municipal Law (7) of 2012, the election supervising committee has become under Article (5) which amends Article (25) of the original act so that it is composed of a chairman and four members of the so-called the Judicial Council Chairman as head, one member of the high rank judges and the three other members are nominated by the Prime Minister. This committee adopts representatives in each municipality area, who are named by judges of primary or the Magistrate court and

¹. Articles (23-25) same reference, pp.40-409, Article (22/D) Official Gazette (Amman). no.4820, April 8, 2007, p.2192, Article (22/F) Official Gazette (Amman). no.5114, September 11, 2011, p.4223 and www.alrai.com

² Articles (26-27) same reference, pp.409-10.

³. Article (12) Official Gazette (Amman). no.3984, August 1994, p.1664.

⁴. Articles (3, 13), same reference, p.1661, 1664.

⁵. Official Gazette (Amman). no.4820, April 2007, pp.2191-92.

⁶. Articles (24/D) Official Gazette (Amman). no.5114, September 11, 2011, p.4226.

designated by the Chairman of the Judicial Council, and staff of government departments or public institutions nominated by the Prime Minister¹. The supervision of the municipal elections may be entrusted to the independent body that has been formed under the constitutional amendments of 2011 to oversee the parliamentary elections, with the approval of the Council of Ministers². Thus, the constitutional text has been amended under the constitutional amendments of 2014, so that it reads " An independent body is established by law to manage the parliamentary elections and any general election according to the provisions of law, and the Council of Ministers may entrust the Independent Commission of running or supervising any other elections at the request of the entity authorized by law to hold those elections³.

The amended Municipal Law (7) of 2012 obligates the heads of the election and their assistants to enable the supervisory body and its representatives access to all of the electoral process of the municipality at all stages, and to provide them with any information or documents they require for this purpose. The supervising committee of the elections may make any comments or recommendations to the Minister of municipalities, and to submit to the Prime Minister, after the announcement of the final results of the municipal elections, a detailed report about the electoral process in all its stages⁴.

6.4 Judicial Control over the Electoral Process after the Election Results:

The texts of the Municipal Law of 1925 and 1938 do not mention judicial control over the electoral process, but the legislator, being aware of the importance of litigation as a means to ensure proper and legal municipal elections, has given under the Municipal Law (17) of 1954, the right to submit an appeal petition within (15) days from the date of publication of the result of the election in the Official Gazette to the Supreme Court of Justice to:

1. Any person who voted or had the right to vote in the election about which he presented the petition.
2. Any person who alleges that he has the right to vote in that election.
3. Any person who was a candidate in that election.
4. The Director of Public Prosecutions⁵.

This is based on the claim that there was a case of bribery, a celebration in order to influence or undue influence occurred, identity theft, or because the elected person did not have the right to be elected, or he was not elected by winning a majority of votes required

¹. Articles (27/2) Official Gazette (Amman). no.5117, October 1, 2012 , p.4463 and The Election Independent Commission Law (11) of 2012, Official Gazette (Amman). no.5152, April 9, 2012, p. 1588..

². Article (5/A,B) Official Gazette (Amman). no.5145, March 4, 2012.

³. www.mof.gov.jo & www.secretnews

⁴. Article (5/C,D,E) Official Gazette (Amman). no.5145, March 4, 2012.

⁵. Article (33) Official Gazette (Amman). no.1183 June 6,1954, p,442.

by law¹. The Court of Cassation, as the Supreme Court, has the right to consider the petition of appeal, and has either refuse the petition without going into the merits of the case or decides to pursue the petition and verify the statement. After deciding it sends a testimony on its decision to the Interior Minister, and it is a definitive decision. The Interior Minister states in the Official Gazette the name of the person or persons whose election was approved by the Court, or sets a date for a new election². As for the reason why the Court of cassation as the High Court of Justice hears the case, it is because Jordan did not know the idea of the double judiciary until 1989 when the regular courts rule on the legal, commercial and criminal disputes and lawsuits brought by individuals against the administration and its decisions are closer to the administrative regulation³. Despite the release of the Jordanian Constitution of 1952, which provided for the establishment of the High Court of Justice⁴, the Court of Cassation kept the function of the Supreme Court of Justice under Article (9) of the formation of the regular courts Law (26) of 1952⁵.

Under the Municipal Law (29) of 1955 and in Article (31) of it, each voter, within two weeks from the date of publication of the result of the election in the Official Gazette, was given the right to appeal to the Primary Court located in the municipality against any elected member of the municipal council, requests the invalidity of his membership, and proves membership of others, or asks for a re-counting process by a committee appointed by the court or the annulment of the election entirely or in part. The members whose election validity is contested are deemed opponents, and after reporting to the parties the primary court listens to statements and testimonies and decides to either:

1. Refuse the appeal and verify the membership.
2. Accept the appeal; revoke membership and prove someone else's membership.
3. Cancel the election process in a particular constituency or in the entire region.

The decision shall be final, and in the latter case, the Interior Minister sets a new date for the election, and the previous election tables will be adopted⁶. This act has been amended under the amended Law (12) of 1994, which passed submitting a petition of appeal within (15) days from the announcement of the results. It stipulates that the appeal regarding the validity of electing the mayor or any member of the Municipal Council⁷.

Perhaps the reason for giving the Primary Court this power instead of the High Court of Justice, as in the previous act may seem for the citizens' convenience, because it is nearer to them than going to the capital, Amman. It is worth noting that the Supreme Court of Justice (11) of 1989 has returned and confirmed under Article (9) that one of its terms of reference

¹. Article (32) same reference, p.44.

². Article (35) same reference, p.4420.

³. Kan'an, Nawaf (1999). *The Administrative Court in Jordan*. Amman, pp.74-5.

⁴. Article (100) Official Gazette (Amman). no.1039, January 8, 1952, p.10.

⁵. Official Gazette (Amman). no.1105, April 16, 1955, p160.

⁶. Official Gazette (Amman). no.1125, May 1, 1955, p.411.

⁷. Article (15) Official Gazette (Amman). no.3984, August 1, 1994, p.1665.

is to consider challenges to the results of the municipal elections¹. However, all subsequent municipal acts of this one have kept the validity of the Primary Court, though this type of disputes is related to administrative law. With the issuance of the Administrative Justice Law (27) of 2014, this provided for in Article (4) that an administrative court shall be established in Amman, which may, with the consent of its president, hold meetings anywhere else in the kingdom. In Article (5), its jurisdiction is over all appeals relating to the final administrative decisions, including appeals of the results of elections of chambers of industry and commerce, trade unions, associations and clubs registered in the kingdom, and in the electoral appeals that take place in accordance with the laws and regulations in force unless there is a text in another law to give the jurisdiction to another court." Hence, we note that the law did not include in its jurisdiction to hear appeals concerning the results of municipal elections, and kept it to ordinary courts for citizens' convenience, unlike what is in practiced in many countries of the world.

The Municipal Laws of 2007 and 2011 did not bring any new provisions pertaining to the Municipal Law of 1955 and amendments for the year 1994, except that it contained a text which states that the measures taken by the municipal council before the invalidity of election of members are considered legal and applicable².

7. Election Crimes: The election process in general is accompanied by acts and actions that constitute a violation of the law, whether committed by candidates, voters, polling or counting stations. These acts are known as the election crimes and are defined by certain sanctions which are stipulated for the first time under articles (21-23) of the Municipal Law (9) of 1938. The sanctions vary depending on the irregularities and the law considered the crimes within the jurisdiction of the Magistrate's Court and as follows:

First, the following are punishable by imprisonment for a term not exceeding three months or a fine not exceeding 10 pounds or both if:

1. he forges or damages the election paper by intent to defraud, or submitted any forged election paper intentionally.
2. he forcibly prevents any voter from voting, or subjected him to threats or distress when he goes to vote, or while being at the place in which the election takes place.
3. he takes a ballot box or opens it, or intervened in any way without authorization.
4. he prevents or hinders the election of the municipal council.
5. he impersonates any voter and voted or attempted to vote instead of him.
6. he manipulates in any ballot paper illegally.
7. he restricts the freedom of the voter by luring him to vote or not vote.

Second: Those convicted of bribery or assisted in it in a municipal election shall be punished by imprisonment for a period not exceeding six months or a fine not exceeding 20

¹. Official Gazette (Amman). no.3614, March 9, p.462.

². see Articles (30-31) Official Gazette (Amman). no.4820, April 8, 2007, pp.2194-95 and. Articles (31,33) Official Gazette (Amman). no.5114, September 2011, pp.4228-29.

pounds or both penalties on¹. If such crimes are committed by a member of the municipal council he shall be dismissed from the council, and loses eligibility to run for the council membership for (4) years from the date of conviction².

As under the Municipal Law (17) of 1954 and, unlike the previous law, the legislator did not specify the competent court for the consideration of the election crimes provided for in the articles of this law, leaving it to the general rules set forth in the Penal Code in the light of the penalty provided for each crime. The legislator acknowledged one punishment under articles (21-24) for electoral crimes. The penalty after conviction is by imprisonment for a period not exceeding 3 months or a fine not exceeding 20 dinars, or both, and these crimes are:

1. Citing a false statement to include of his name in the register of voters or challenge it.
2. Forging, distorting or tearing a nomination paper, party nomination list with the intent to defraud.
3. Hindering or threatening any elector while going to vote or in the election center.
4. Preventing or hindering the election process.
5. Taking the ballot box or opening it without legal authorization.
6. Using the right of voting more than once, impersonating a real or a fictional character.
7. Using of force, threat, kidnapping, detaining directly or through a third party to coerce voters to participate in the ballot or abstain, or to get him to vote for a particular person.
8. Using of bribery by giving voters directly or through mediation before or during the election, or lending or giving someone a gift, money, or promising to work in order to get him to vote or abstain or vote for a particular person.
9. Masterminding, pledging or seeking to procure the election of any person to membership of the council³.

Article (25) deprived each person convicted of previous crimes of voting and running in elections for a period decided by the court, not exceeding 7 years, and if he was a member his membership in the Council shall invalidate (1).

The Municipal Law (29) of 1955 under (28) keeps on the same penalty and states the same crimes but added to them:

- Using of force, threat, disturbance or participation in illegal crowds and demonstrations to disrupt free election.
- Putting in the ballot box or handing the chairman a forged ballot or nomination paper.
- Opposing to the election commissioners or members of its committees hijacking or damaging the ballot box or opening it without due authorization.
- Taking part in the ballot though his name is not listed on the election register.

¹. Article (21-22) Official Gazette (Amman). no.586, February 1938.

². Article (23), same reference, p.58.

³. See Articles (21-25) Official Gazette (Amman). no.1183, June 16, 1954, pp.439-40.

- Accepting bribery in any of its forms.
- Disclosing the secret ballot after he was sworn in.
- Publishing or broadcasting false statements about the behavior of one of the candidates in order to influence the outcome of the election whether before or during the election.
- Entering the polling station, counting center or office of the head of the election carrying a weapon and misbehaved in it.
- Printing or publishing any means intended to promote the election without printing on the front page the publisher name and address¹.

Article (9) prevented anyone convicted of previous crimes from the inclusion of his name in the voters list for the period designated by the court in the conviction that does not exceed 7 years, as in the previous municipality act with some modification under the amended Municipal Law (12) of 1994 which reduced the term to not less than (4) years and not more than (8). If he were a mayor or a member his membership invalidates from the date when the court's decision becomes final. Lawsuits on past crimes are held by the public prosecutor, or depending on a complaint by one of the voters or candidates within (15) days².

The Municipal Law (14) of 2007 reported electoral crimes in Article (27), which are the same offenses listed previously, but added two crimes to them:

1. Keeping, seizing or concealing a third party card unlawfully.
2. Claiming illiteracy or inability to write.

The punishment whereby is imprisonment for a term not exceeding 3 months or a fine not exceeding 100 dinars paid to the municipal fund, or both, and in this way we find the legislator addressing this some negative social phenomena. Public voting, despite that the person knows how to read and write, is the result of electoral deals based to the clan or family accounts influential on his real will. So, if he votes publicly he will be looked at as out of the clan or family consensus³.

Municipal Law (13) of 2011 did not contain new electoral crimes, but amended the punishment so that it would be a term of imprisonment not exceeding 3 months or a fine not exceeding 300 dinars, or both⁴; also harsher punishment was imposed under the amended Municipal Law (7) of 2012 to make it:

First: imprisonment for no less than 3 months and no more than one year or a fine of no less than 200 dinars and no more than 500 dinars, or both for each one who:

1. Official Gazette (Amman). no.1225, June 16,1955, pp.410-11.

2. Articles (29-30) same reference, p.411 and Article (14) of the amended Municipal Law (12) of 1994, Official Gazette (Amman). no.3984, August 1,,1994, pp.1664-65.

3. see Articles (27-28) Official Gazette (Amman). no.4820, April 8, 2007, pp.2192- 94 and Al-Khalayleh, Local Management, p.173.

4. Articles (27-28) Official Gazette (Amman). no.5114, September 1, 2011, pp.4226-28.

1. Violates the provisions regarding electoral publicity.
2. Keeps, seizes, damages, destroys or conceals unjustly someone else's sheet.
3. Enters the polling and counting center to influence or delay the electoral process, or insults any of the people in charge of the procedures.
4. Affects free elections, hinders the electoral process in any way, or breaches the electoral process procedures by the use of force, threats, disturbance or by participating in gatherings or demonstrations.
5. Publicizes or broadcasts, before or during the election, false statements about the behavior or manners of one of the candidates for the purpose of influencing the outcome of the election.

Second: the following are punishable by imprisonment for a term not less than one year and a fine of not less than 200 dinars and not more than (500) if they:

1. carry a firearm or any tool which poses a threat to security and public safety in any polling and counting centers or office of the head of the election on the election day even if it is licensed.
2. Claim illiteracy or inability to read or write.
3. Steal someone else's identity for the purpose of voting, or use the right to vote more than once on the polling day.
4. tamper with any of the ballot boxes, voter tables or papers prepared for the ballot, or if they steal any of these tables or securities, do not place them in the box, or do anything with the intent to harm the integrity and confidentiality of election procedures.
5. Throw in the ballot box or hand the chairman of the ballot a false or distorted ballot paper.
6. Harm the chairman of the election or any of the heads of the committees or any of their members.
7. Use force, threat of physical or mental injury, kidnapping, detention or fraud whether directly or by a third party to coerce voters to participate or not to participate in the ballot.
8. Use any means of coercion or enticement to induce someone to commit a crime punishable by the law.

Third: anyone who seizes the ballot box from the polling and counting center shall be convicted by hard labor for no more than (7) years, and both the intervener and the instigator shall be convicted by the same sentence after it is reduced from one-sixth to one-third¹.

Fourth: any of the persons entrusted to prepare, organize or revise the electoral tables, or the procedures of polling, counting, or any of those entrusted supervising them is punishable by

¹. Article (6) Official Gazette (Amman). no.5145, March 2012, pp.934-36.
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imprisonment for no less than one year and no more than (3) years, or a fine of no less than 500 dinars and no more than 1,000 dinars, or both penalties if he:

1. Deliberately enters a name not entitled to be eligible to vote under the provisions of this act in any of the electoral tables or intentionally deletes or not enlists a person's name entitled to register in the voters tables.
2. Cites intentionally a false statement in the application, in any statement of the data contained therein or at the date of filing, in any record of the minutes organized under this act, in an objection presented to the electoral tables, or in any other document regulated under this law.
3. Seizes, conceals, forges, destroys, tears or distorts unlawfully any of the documents relating to the election.
4. Delays for some time with no reason the start of the voting process, ends it unjustifiably before the scheduled time for completion under this law, or slowed down in any of the procedures with the intention to obstruct or delay it.
5. Does not open the ballot box in front of the audience of the candidates or their delegates before starting the process of voting to make sure that it is empty.
6. Misreads the ballot paper in a way contrary to its content.
7. Refrains from implementing any provision of this act relating to the operations and procedures of voting and vote counting or violates that provision in order to influence the outcome of the election.

All election crimes stipulated in this act shall become null and void after one year from the date of announcement of election results¹.

8. Conclusion:

The study has come to a number of findings and recommendations:

7.1 Findings:

1. Jordan has known since 1925-2014 six municipality acts in addition to the important amendments that represented articulate stations in the evolution of the Hashemite Kingdom of Jordan, politically and socially, where municipal elections were held accordingly. As for the period prior to the issuance of the first municipal act after the emirate was founded, the Ottoman administration States Code of 1871 and the Ottoman municipality act for the year 1877 were in force. The Municipal Laws of 1938, 1954, 1955, 2007 and 2011 and amendments were based on the Jordanian constitutions of 1928, 1947 and 1952.
2. Since the issuance of the amended Municipal Law (12) of 1994, the municipal elections for all of the municipalities in the kingdom are held in one day along the lines of the parliamentary elections. This gives the chance to all to the exercise of democracy and gives the election more attention, moral momentum and political importance, after a time when the elections were held for each municipality on a

¹. Article (6) same reference, pp.936-37.

separate day. It is worth noting that interest in the participation of the elections is stronger in rural areas and small municipalities than it is in the large cities and municipalities where citizens are indifferent and boycott it. This affects realistically on the municipal councils responsibility to represent the real interests of the citizens because of family and clan influence in the conduct of the elections and the low degree of electoral awareness.

3. The municipal laws in Jordan were adopted as a key technique of forming the municipal councils. Nevertheless, Jordan, across time periods, combined the two ways of appointment and election, as in appointing Amman Mayor and half of the members of the Secretariat Council, while holding of elections for half of the remaining members of the council.
4. Women were denied the right to vote remained and run for municipal councils from the issuance of municipal Law (17) for the year 1954 until the issuance of the amended Law (22) of 1982, after an amending the phrase ' male Jordanian ' and replacing it by 'male or female'. To achieve equality, justice and citizenship, and to expand women's participation in the nomination, the Municipal Law of 2007 has allocated by no less than (20%) of the number of members of the municipal council who received the most votes, and then Municipal Law of 2011, increased the ratio of up to (25%).
5. Municipal laws combined free membership in the municipal councils, and giving members financial reward. However, all the laws assigned a salary to the chairmen of councils from the municipal fund.
6. The issuance of municipal laws in Jordan and their development came to cope with the political, economic and social progress in the Kingdom, in addition to some of the developments which for purely organizational reasons for the advancement of the electoral process, and the achievement of justice, and in support of democracy and what it requires of deepening and rooting by securing all requirements of free and fair elections.
7. The central government in Jordan, according to the municipal laws, enjoys the authority of establishing, integrating, and dissolving councils. This authority has an impact on the independence of the municipalities, which makes the legislator require a solid reason for the decision of the dissolution so that the government would not abuse its authority and makes the duration of the committee which acts in the place of the dissolved council one year, during which time the new council election is held. Also, the central government has broad powers in the field of control like appointment, determining the number of members, saying when to hold municipal elections, appointing of the head of the election, publishing the results in the Official Gazette, dismissal, resignation, as well as financial control, without neglecting judicial supervision and public censorship due to the fact that meetings of the council, in principle, are public.
8. The Jordanian legislator did not put a limit to the number of times one may run for membership of the municipal council, but for the chairman of the council the Municipal Law (22) of 1982, provided that no one holds the post of chairman of the

municipal council for more than two consecutive terms, but this text was deleted in subsequent laws.

9. The Jordanian legislator equated between the term of the council chairmanship and that of the council session, so that the term of chairmanship expires at the end of session or if the council is dissolved.
10. The municipal laws diversified the election mechanism across time periods between what is known as open lists (proportional) and one vote since its release in 1993, which prevents forming partisan clumps, enhances traditional powers and independent candidates who rely on tribal and financial influence.
11. In spite of the fact that the municipal laws have taken many of the manifestations of true democracy, such as the announcement of agenda or public hearings, the tribal currents and electoral influences and subsequent splits do not agree with the adoption of administrative decentralization as a necessity of democracy.

8.2 Recommendations

1. Inviting the Jordanian legislator to issue a modern Municipal Law that achieves consensus among all parties and after all the relevant institutions engage in a dialogue that meets the development of the work of municipal councils, or the application of the decentralization project in the provinces in order to create a broad base of local councils responsive to political and administrative liberties (local council, municipal council and executive council).
2. Activating the exercise of ministry control over the performance of municipalities annually and more extensively, holding accountable deficient councils, obligating the mayor to prepare the accounts of each year finished, displaying the achievements of the council and obstacles faced in order to inform citizens about the course of action and give them the opportunity to express their solutions to address the obstacles and participate in community development.
3. Raising the efficiency of mayors and members by providing them with special courses especially for the new ones.
4. Making the formation of municipal councils by election a necessity, because the members concerned will be loyal mostly to the central authority. The mixed style in the Greater Amman Municipality, the fittest local areas to exercise democracy, must have an opportunity to aggregate the election, and there should be local committees in every area to determine priorities and expenditures.
5. Intensifying efforts by women's associations and other civil society organizations, on the promotion of women's participation in municipal councils, to work on the removal of impediments to change the rest of the old concepts that affect the empowerment of women to achieve equality with men. Until then, women have to work on raising the proportion of female representation rate of (30%) minimum to gradually reach (50%).
6. Addressing the phenomenon of low turnout in the elections in large cities and municipalities with the participation of all parties concerned from government, people, unions and political parties by educating people of the importance of the

developmental role of municipalities in answering their needs, establishing the concept of popular participation in decision-making through various media, and organizing dialogues with the participation of various institutions.

7. Withdrawing the ministry powers to dissolve the municipal councils and assigning it to the judiciary, in addition to preventing excessive encroachment practiced by the central government on the powers of municipalities.
8. Returning the electoral appeals of municipal councils to the administrative court, and this does not compromise the administrative court of first class in the capital. Expansion is possible by establishing administrative courts in all provinces of the Kingdom like the ordinary primary courts, and until this happens, since the establishment requires adjustment in the Administrative Justice Act, to work on deputation of judicial bodies in every primary court to look into the electoral appeals, provided that the amendment of the administrative court to the need for a specific mechanism for the rehabilitation of specialized judges to consider administrative disputes. The Administrative Judiciary Act of 2014 refers to this, so the judges will be filled with the spirit of the public law and are aware of the privacy and nature of administrative disputes.
9. Amending the ballot mechanism by adopting the proportional list system, so as to allow political parties and civil society organizations access to municipal councils and participation in decision-making which will have positive effects on the political and economic life and relieve tension and boycott of the electoral process.
10. Granting parties a quota of not less than (20%) of the number of the Municipal Council and the Greater Amman Municipality seats for the revitalization of the political movement of the parties and their participation in public work, because the municipalities are regarded as a good place for the parties to test their leadership and their ability to succeed in their programs and then assume senior positions in the State.

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